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ABSTRACT

Public libraries are currently the conduit for local, state, and federal funds used to support reference referral and other reference-related functions in California. Given potential funding constraints, this 5-month study expanded its original scope--to assess the cost effectiveness and efficiency of the Bay Area Reference Center (BARC) and the Southern California Answering Network (SCAN)--to an examination of BARC and SCAN in the context of the existing reference referral system. This system involves local public libraries and 17 System Reference Centers to which reference questions are referred before they are passed along to BARC and SCAN. The study focused on: (1) defining the nature of reference-related services provided by BARC, SCAN, and the System Reference Centers; (2) describing the major differences in reference services between BARC and SCAN and those of the System Reference Centers (e.g., unit cost, level of service); (3) determination of whether public libraries would be willing to allocate scarce resources to provide statewide access to information; and (4) the involvement of key stakeholders in the discussions and in the development of recommendations. In addition to a detailed discussion of the purpose of the study, its methodology, and the resources used, this report presents a summary of the findings, two models for reference referral that are proposed for a new organization structure, and a transition plan for the implementation of a new structure. Six tables and two figures are included in the body of the report, and ten survey tables summarizing data collected during the study follow the text. (KM)

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A STUDY OF REFERENCE REFERRAL & SUPER REFERENCE IN CALIFORNIA

VOLUME I: MAIN REPORT

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A Study of Reference Referral and Super Reference in California

VOLUME I: MAIN REPORT

Barbara M. Robinson

Consultant to the California State Library

June 1986

Contract Number: SL-38

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According to McCabe's law, "Nobody has to do anything." In the case of this study, a great many people invested a great deal of time doing a number of things. They helped to sort out the important issues from the distracting side issues and they struggled with the unpleasant task of reallocating existing scarce resources.

My thanks: to all participants in the group process, including the recorders; to the members of the Select Committee on Super Reference and of the Ad Hoc Reference Committee; to the students in Professor Van House's library school class at UC, Berkeley; to Professor Sherman Robinson and Professor Nancy Van House for their insights; and to Wyman Jones, Director of the Los Angeles Public Library, who spent many hours discussing these issues with me, and who gave me a copy of The 637 Best Things Anybody Ever Said from which Charles McCabe's quotation comes.

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ABBREVIATIONS

Cooperative Library Systems (Systems):

BALIS	Bay Area Library Information System
Black Gold	Black Gold Cooperative Library System
49-99	49-99 Cooperative Library System
Inland	Inland Library System
MCLS	Metropolitan Cooperative Library System
MOBAC	Monterey Bay Area Cooperative Library System
MVLS	Mountain Valley Library System
NBC	North Bay Cooperative Library System
North State	North State Cooperative Library System
PLS	Peninsula Library System
SJVLS	San Joaquin Valley Library System
Santiago	Santiago Library System
Serra	Serra Cooperative Library System
South Bay	South Bay Cooperative Library System
South State	South State Cooperative Library System

Other Abbreviations Used Throughout the Report:

BARC	Bay Area Reference Center
CLSA	California Library Services Act
CLSB	California Library Services Board
LAPL	Los Angeles Public Library
LSCA	Library Services and Construction Act
Reference Centers	System Reference Centers
SCAN	Southern California Answering Network
SFPL	San Francisco Public Library
Systems	Cooperative (Public) Library Systems
UCB	University of California, Berkeley
UCLA	University of California, Los Angeles

I. INTRODUCTION AND SUMMARY FINDINGS

This study was commissioned by Gary E. Strong, the State Librarian of California. The findings and recommendations were developed in conjunction with the Select Committee on Super Reference, a five-member committee appointed by Mr. Strong. The report distills the concerns and the perceptions of nearly 100 key stakeholders who participated in the study through a group process.

Public libraries are presently the conduit for local, state, and federal funds used to support reference referral and other reference-related functions in California. Therefore, when the term "reference referral system" is used, it is intended to imply reference referral through public libraries on behalf of the citizens of California. This report focus on the role of public libraries as the initiators and recipients of reference referral and on the need for statewide access to significant public library collections in the state.

During the five month life of the study (February - June 1986) the scope was substantially redefined and broadened. It became clear that in order to assess the cost effectiveness and efficiency of the Bay Area Reference Center (BARC) and the Southern California Answering Network (SCAN), which was the original mission of the study, it would be necessary to examine BARC and SCAN's performance in the context of the existing reference referral system, which involves local public libraries, and the 17 System Reference Centers (Reference Centers) to which reference questions are referred before they are passed along to BARC and SCAN.

Furthermore, the study expanded to include not only reference (or "question handling"), but also three other reference functions which are performed by the System Reference Centers and BARC and SCAN: education and training, developing specialized resources, and quality control. These four functions are funded out of limited state funds (presently $1.5 million from the California Library Services Act) and are therefore competing for the same resources.

A study on reference referral in the State of California is broader in impact than the focus of the study might suggest at first glance. Underlying the discussion of reference referral are a cluster of issues which drive public policy. These issues all relate to questions of how much information to provide to the citizens of California, how to access that information, how to allocate it, and how much staff time to dedicate to the process. Once answers to these questions are reached, it will be possible to allocate scarce resources appropriately to each of the four reference functions. These decisions are basic to the formulation of sound public policy. This report provides a good deal of information which can be used for making these decisions. It includes the following sections:

- Summary findings and recommendations;

- Two models for reference referral, which are proposed for a new organization structure;
- Transition plan for implementing a new organization structure; study objectives and the change in the study's scope;
- Background to the problem;
- Description of the existing reference referral process in California;
- Description of both the process and the resources used to complete the study.
- Data Collection and analysis

Definitions follow the introduction in order to provide the reader with the vocabulary that was developed and used during the study process. Working hypotheses, developed during the study process, which help to clarified issues underlying reference services are also included early in the document. These hypotheses contributed to the shaping of the summary findings and recommendations in the report.

The Study Tables which appear at the end of the report summarize data collected during this study from both BARC and SCAN and the 17 System Reference Centers. These original data have been and should continue to be very useful in the decision making process. The tables provide information on unit costs and the mix of resources available to provide reference referral.

Public libraries draw on other than public library reference resources, and do not and should not exist in a vacuum. Subsequent identification and examination of specialized information resources located in the state would be a valuable follow-on to the study. The identification and use of these other resources, however, lies outside the scope of this study. It is assumed that the work of the California Networking Committee will dovetail with the study findings in the future, and that the new reference referral structure will become the first component of California's emerging multi-type library network.

1. DEFINITIONS

The following functions and terms were developed in the course of the study. They provided a common framework and a common vocabulary for discussion. Most of the definitions were developed in consultation with participants in the study process. Some of the distinctions and some of the terms are unique to this study. Sharing a common understanding of the meaning of these concepts has been integral to the study process, and is thus important for the reader as well.

Since the delivery of reference service, through the process of reference referral, is the focus of this study, it is important to define at the outset what is meant by the terms "reference," "reference referral," and "reference resources." Several terms are used to characterize different levels of resources provided for reference, or "question handling." The levels are: "garden variety," "state-of-the-practice," advanced-state-of-the-practice," and "super reference." These concepts will be used throughout the report.

Garden variety reference is outside the scope of this study; it is the province of local public libraries. Our focus is on the higher level reference referral services provided by the System Reference Centers and by BARC and SCAN, which support the ability of local public libraries to respond to reference questions from their patrons.

1.1 Basic Terms

Reference is a mediated service. It involves a patron, or library user, who has come, called, or written to the library with a question and needs help in finding an answer. The patron enlists the help of the reference staff, who attempt to bring the information and the patron together. The staff therefore mediate between the patron and the information resources required to handle the question. In this report "reference" is broken down into four functions: question handling, education and training, and developing specialized resources, and quality control.

Question handling is what the library profession calls "reference." We use the term "question handling," and the term "reference" interchangeably, although question handling is only one of the reference functions that will be examined in this study (see below). We use the term "question handling" rather than "question answering" because not all questions received are answered, and some of those that are answered have been referred to another source. Whether a question has been answered or not, resources have been spent in the process of handling the question, one of the issues that this study addresses.

Reference Referral is reference service which results in staff at one library passing on a question to another library/resource in order to bring additional reference resources to bear. It is also called "interlibrary reference."

Reference Resources are the combination of reference staff and information resources. Information resources include the reference collection, the periodicals collection, the government documents collection, the general collection, as well as online data bases and resources which can be tapped by telephone, electronic mail, or conventional mail to access outside resources and expertise. The reference collection includes those materials which are housed in a designated reference area, such as reference books, and are so useful that they do not circulate. The general collection includes both fiction and non-fiction that circulate.

Statewide access involves the delivery of an agreed-upon level of reference service to California library users in order to make reference service "equi-

table" throughout the state, regardless of geographic location, wealth of local jurisdiction, or size of local library resources. Statewide access thus involves providing access to library and information resources, regardless of where they are located in the state. By definition, statewide access implies a reliance on reference referral.

1.2 Reference Functions

There are four major functions delivered by the System Reference Centers and BARC and SCAN. They are question handling, education and training, developing specialized resources, and quality control.

Question Handling involves four levels of service. Each requires a different mix of reference resources (e.g., staff and information resources). There is usually a high correlation between the level of staff and the level of information resources. The experience, expertise, and amount of dedicated time of the staff characterize the level of staff resources available. Similarly, the range, depth, breadth, and currency of information characterize the level of information resources available. Staff need and use information resources to a varying degree, depending on the level of question handling required. The distinction between the last two levels (advanced-state-of-the-practice and super reference) is more a matter of degree than of kind. They really represent points on a continuum, with one shading gradually into the next.

Garden Variety Reference: Staff have some reference training to handle questions. The time of the staff is not dedicated solely to reference, or necessarily to reference-related functions. Staff use information resources commonly found in a small reference collection (e.g., almanac, encyclopedia, unabridged dictionary). No data base searching and probably no long distance telephone inquiry are needed. Garden variety reference is outside the scope of this study since it is the province of local public libraries, not the System Reference Centers, or organizations like BARC and SCAN.

State-of-the-Practice Reference: Staff usually have a Masters in Library Science (MLS), are trained to handle reference, and have some reference experience. Their time is not dedicated solely to question handling, or necessarily to other reference-related functions. Staff work with a moderately sized reference collection, periodicals collections, and general collection. They may have access to online searching for commonly-used data bases. They make moderate use of telephone inquiry for tapping outside expertise and resources.

Advanced-State-of-the-Practice Reference: Staff are very experienced professionals with MLS degrees and may have expertise in a subject area as well. Their time is dedicated solely to reference functions (largely to question handling and collection development). Staff work with very large collections -- reference, periodicals, government documents, and general collection -- which have depth as well as breadth and are up-to-date. They have online searching capability and search commonly held

data bases. They make moderate, to extensive, use of telephone inquiry for tapping outside expertise and resources.

Super Reference: Staff are professionals with MLS degrees. They are very experienced and usually have subject expertise. Their time is heavily dedicated to question handling, although they may engage in other reference related functions to a limited extent. Staff work with very large reference, periodical, government document (full depository), and general collections, or with a very specialized reference collection. They have funds available to access specialized as well as commonly-used data bases and to make extensive use of the telephone for tapping outside expertise and resources.

Education and Training includes: (1) formal and informal training, such as workshops on a given subject (e.g., business, legal, medical tools/techniques), on-site visits to see collections, as well as education at outside credit courses and (2) the development of tools that can be used to educate individuals to improve their performance (e.g., reference manuals, articles on reference service).

Developing Specialized Resources involves two major activities: (1) creation of finding tools, and (2) collection development.

(1) Creation of finding tools may be used only by the creator of the resource locally, or distributed to others. These tools are either (a) by-products of the reference process, such as the "info files" developed by BARC and SCAN, or (b) specially compiled lists of facts and data such as those published in Scan Updates, BALIS' telephone list of foreign language speakers, the guide to subject collections that SCAN published a number of years ago, and BARC Notes (BARC's monthly newsletter).

(2) Collection development includes both the selection and purchase of materials. Pertains primarily to the development of the reference collection, and secondarily to the development of subject collections in the general collection. It may be reactive (e.g., questions that cannot be answered with in-house materials may result in a decision to buy an item so that the same, or similar, question can be answered more quickly next time using in-house materials), or proactive (e.g., anticipating questions in a given subject area).

Quality Control involves either implicit or explicit performance standards relating to turn-around time, accuracy, completeness, and other variables. Implicit quality control suggests no formal standards for defining and measuring quality, but rather a shared definition of what is considered good quality. Explicit quality control requires formal definitions and measures of quality (e.g., The CLSB's requirement that the System reference centers improve turn-around time by answering 70% of referred questions within 10 days).

2. SUMMARY FINDINGS

This section describes broad public policy issues, proposed organization structures, authority and funding, governance and management, as well as the need for a transition period to adopt the new structure.

2.1 Public Policy Issues

At the end of the process, there was wide agreement among the participants on a few key policy issues, as follows:

(1) Mediated access to significant public library reference resources should be available to everyone in the state, regardless of geographic location (i.e., statewide access).

(2) Reference referral should build on the existing public libraries with significant reference resources (i.e., strong central collections and reference staff).

(3) Reference referral is a function that requires state support to build on local resources. It should be supported using state funds, such as those provided under the California Library Services Act (CLSA), not federal funds (i.e., the Library Services and Construction Act, LSCA).

(4) The ranking of reference functions should be: first, question handling; second, by a wide margin, education and training; third, developing specialized resources; and fourth, quality control, which was viewed as implicitly included in the other three.

(5) The amount of resources allocated to question handling at the super reference level should be cut back, regardless of other cuts required by budget constraints.

(6) The amount of resources should be increased for the delivery of state-of-the practice and advanced-state-of-the-practice reference service.

2.2 Organization Structure

There was wide agreement among participants about a number of propositions concerning a new organization structure for reference referral.

(1) The new structure should be regional. There should be a shift from the current hierarchical structure to a formal regional network structure, which allows for more lateral communication and specialization.

(2) The structure should be based on using designated public library central collections as hosts to the Combined Reference Centers (hosts and centers to be selected in the implementation plan).

(4) The 17 existing System Reference Centers should be combined into a smaller number of regional centers which can build on existing reference strengths of public libraries.

(3) The number of Combined Reference Centers should not be determined at this point. That decision requires further analysis of the data collected during this study, as well as an assessment of additional variables (such as geographic coverage, increased communication and delivery costs resulting from consolidation, etc.).

(4) The new structure should provide coordination among the new Combined Reference Centers in order to improve efficiency.

(5) The new structure should facilitate linkages with other non-public library resources in the state (e.g., academic, special, school) to supplement public library resources.

(6) The new structure should allow for flexibility and for change over time in response to the evolution of the emerging statewide library network.

In the new reference referral system, the Combined Reference Centers will constitute the base of the structure and will continue to provide state-of-the-practice reference in response to questions referred from their member libraries. Two possible organization models can be used to coordinate the work of the Combined Reference Centers: (1) a Modified Pyramid, and (2) Augmented Reference Centers. A third model, called the "supermarket model," was also considered in the study process. A summary of the discussion and the reasons why this model was not recommended for the overall design are given in Section 6 below.[1]

The choice between the two models depends on whether, and to what extent, it is desirable to provide super reference services. The range of other reference related duties and the amount of time that will be allocated to each (e.g., education and training, developing specialized resources, and quality control) will be determined in the implementation plan.

Model 1: Modified Pyramid

In this organization structure, there will be one Super Reference Center which will provide super reference statewide. The Center will handle super reference questions referred from the Combined Reference Centers, as well as provide back up on state-of-the-practice and advanced-state-of-the-practice ques-

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[1]The supermarket concept can be used as an organizing principle for bringing supplementary resources to bear at the local and higher levels. A supermarket approach requires a mechanism for payment to information providers and is currently a viable option for System Reference Centers, as well as local public libraries. Nothing in the current, or proposed, organization structures prevents this kind of contracting.

tion handling when the Combined Reference Centers need help (e.g., a backlog of questions, or staff vacancies).

The Super Reference Center will be based at the main library of the Los Angeles Public Library (LAPL). It will be staffed by very experienced reference staff, who know the LAPL collection well and bring subject expertise as well as experience to question handling. Their time will be fully dedicated to super reference and related reference functions.

The primary super reference resource will be the main library of the LAPL, supplemented by LAPL branch collections. As the host, LAPL will receive additional state and/or federal funds to augment its reference resources. The Super Reference Center will access other public library collections in the state, as well as non-public library resources, both inside and outside of the state.

The staff of the Super Reference Center will: (1) handle super reference (with "caps" on the amount of time that can be spent seeking an answer); (2) provide back-up advanced-state-of-the-practice and state-of-the-practice question handling to the Combined Reference Centers; and (3) establish, maintain, and make use of linkages with non-public library reference resources for question answering.

The staff may develop specialized resources on a fee-for-service, or subscription basis. If the staff engage in education and training, it might be by contract with one or more of the Combined Reference Centers. It is assumed that basic reference training will be handled by the Combined Reference Centers.

Model 2: Augmented Reference Centers

In this model, there will be no super reference. Instead, a few of the Combined Reference Centers will be designated as Augmented Reference Centers. These Augmented Reference Centers will provide advanced-state-of-the-practice question handling on a statewide basis. They will receive additional state and/or federal funds to augment their host collections and enhance their reference resources.[2] The Augmented Centers will be expected to develop areas of specialization over time, and therefore there will need to be a high degree of lateral communication among them to ensure resource sharing.

The Augmented Centers will handle questions referred from the other Combined Reference Centers, including back up state-of-the-practice question handling as needed. Each of the Augmented Centers will also serve as a Combined Reference Center for its own region, handling state-of-the-practice questions from libraries in its region. An open issue, to be decided in the implementation plan, is whether they may also handle questions referred directly from public libraries outside of their regions.

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[2]Presently, the State Library augments the collections of all public libraries in cities with populations over 100,000, using LSCA funds.

The Augmented Centers will be located in host public libraries with skilled reference staff, plus very large and highly developed central reference and general collections. The reference staff at the Augmented Centers will be very experienced professionals, who know the host collection well, and bring subject expertise as well as experience to question handling. Their time will be fully dedicated to reference-related functions. To summarize, the staff will: (1) handle advanced-state-of-the-practice reference in response to referrals (with "caps" on the amount of time that can be reasonably spent seeking an answer); (2) provide state-of-the-practice reference to libraries in their own region (and, perhaps, from other regions); and (3) establish, maintain, and make use of linkages with non-public library reference resources in question answering.

Model Comparisons

While the two organization models differ significantly, both models are predicated on the existence of a number of Combined Reference Centers. The modified pyramid model resembles the current organization structure. Instead of two points on the pyramid, however, it combines the functions of BARC and SCAN into one Super Reference Center on top of a regionally based collection of Combined Reference Centers. As is the case now, there would be little incentive for lateral communication or much need for coordination between the Combined Reference Centers.

In the second model, there would have to be a great deal of lateral communication and coordination between the Augmented Reference Centers. Over time, they would develop separate areas of specialization, which would require coordination and a mechanism for referring questions to one another. Also, since the other Combined Centers (and perhaps other libraries) could access any of the Augmented Centers, one would expect some degree of competition to evolve. If an Augmented Center provided significantly inferior service, it would cease to receive questions, which would bring it under immediate scrutiny from its funding authority.

2.3 Authority and Funding

- Authority for the delivery of statewide and regional reference referral must emanate from the state and be supported largely with state funds.

- The most logical source for the authority to set up such a structure is the presently unfunded Section 18760 of CLSA that refers to the establishment of one or more statewide reference centers.

- Allocation of funds could involve either reallocating some of the existing funding under the act which relates to reference, or obtaining new additional funding through the state budget process.

- In addition to base support from state funds, the functions of the referral system could be strengthened through supplemental funding for targeted functions using a variety of sources, including local contributions, subscriptions, and contracts for services between information providers.

Program Budget

- The majority of available state dollars will be allocated to question handling. State funds will be used to: (1) cover the costs of reference staff whose time is fully dedicated either to the super reference center located at LAPL or to the Augmented Reference Centers; (2) staff the other Combined Reference Centers; and (3) cover the costs of other resources associated with the delivery of high level reference by the Combined Centers. In either model, hosts would receive funding for collection development, building on their existing strengths.

- The remaining state dollars will be allocated to support: (1) education and training, and (2) developing specialized resources.

- The method, source of funds, and amount of compensation for help from non-public library reference sources in handling questions (such as the University of California campuses, Stanford University, Cal Tech, and other academic, special, and school libraries) will be determined in the implementation plan.

2.4 Governance and Management

While there was no direct discussion in the various meetings about governance, there was considerable concern expressed about assuring local control, being responsive to local needs, and providing for the continuation of local and regional representation. The new organizational structure would therefore require rules and regulations promulgated by the CSLB. The details of the governance structure must be included in the implementation plan.

In every meeting, there was a widely perceived need for managing the flow of reference referral in the present system. In model 1 (Modified Pyramid), as in the present system, the hierarchical structure maintains an upward flow of questions and thereby imposes a degree of coordination. Under model 2 (Augmented Reference Centers), with much more lateral communication, the need for management would be even greater. Therefore, to provide the necessary coordination and management:

- The State Librarian should hire an individual with proven management skills to join the State Library staff in a senior position to coordinate the new reference referral system.

- The coordinator would be responsible for a variety of duties, to be spelled out by the State Library together with the Implementation Task Force. These duties should include the following tasks:

-Coordinate the development and drafting of policy and service priorities for question handling, education and training, developing specialized resources, and quality control.

-Monitor performance (staff and hosts).

-Develop budget projections for service delivery, in conjunction with the State Library.

-Coordinate linkages between Combined Centers and other non-public library resources in the state,

-Monitor the use of these non-public library resources and implement a reimbursement mechanism, if needed.

-Assure coordination with other statewide networks and groups (e.g., the California Data Base, CLASS, and the California Networking Committee).

-Analyze data collected during this study and identify gaps in data required to improve decision making.

-Test the validity of key working hypotheses developed during the study.

2.5 Transition to the New Structure

There was widespread concern about interrupting present reference referral services, as well as concern about the impact of change on existing staff (i.e., BARC, SCAN, and System Reference Center Coordinators and their staffs). The Committee recommends that there be a two year transition period, starting September 1986 and end September 1988 for the following reasons. It is important to make the transition from the existing system to the new reference network as smooth as possible, retaining the old structure while the new is being designed and implemented. It is also important to allow adequate time for those System Reference Center staff whose present center will be eliminated, as a result of creating the Combined Reference Centers, to have sufficient lead time to find other jobs. Furthermore, the recent serious fire at LAPL will delay the ability of LAPL to take up its role in the new network as either the deliverer of super reference (Modified Pyramid Model), or as the deliverer of advanced-state-of-the-practice reference (Augmented Reference Center Model).

3. RECOMMENDATIONS

The 24 recommendations, which follow, address the issue of how best to deliver reference referral services through California public libraries to citizens in the state. The recommendations grew out of the study process, which involved nearly 100 people during an intensive five month period (February 1986 to June 1986). The recommendations represent the collective thinking of members of the Select Committee on Super Reference and the study consultant.

The study consultant and the members of the Select Committee propose that the recommendations be accomplished over a two-year transition period, starting July 1986 and concluding June 30, 1988. The proposed Transition Plan follows immediately after the recommendations.

Transition Phase I provides for dissemination of the study findings, review and comment from the field, and follow-up data analysis and data collection, if needed. Transition Phase II requires that an Implementation Task Force work with newly-hired, management-level staff at the State Library to develop a detailed plan for a new organization structure for public library reference referral in California.

Once the details of the new organization have been spelled out, implementation of the plan can begin. The target date for implementation of the plan is July 1988. Details of the implementation plan will be worked out in Phase II of the transition plan. The development of the plan and its implementation, however, are not part of the scope of this study. To summarize, the timetable is:

Transition Phase I: July 1986 to December 31, 1986 (six months); and
Transition Phase II: January 1987 to June 30, 1988 (eighteen months).

3.1 Organization Structure

The Consultant and the Select Committee recommend that the State (either the CLSB and/or the California State Librarian):[3]

1. Provide local public libraries with mediated statewide access to designated public library reference resources (collections and staff). The intent is to provide equitable access statewide to public library reference resources which can be used by reference staff to handle reference questions asked by Californians, regardless of where they live in the state.

2. Reduce the total number of system reference centers by combining the 17 existing System Reference Centers into fewer, strong, regional centers to form the foundation of a new organization structure for handling reference referral by local public libraries in California.

3. Formalize lateral communications between the Combined Reference centers by establishing protocols for the delivery of reference referral to public libraries in California and clarify their role in either of the two organization models discussed above.

4. Support the Combined Reference Centers with CLSA funds in order to provide mediated statewide access to designated reference resources. The Combined Reference Center staff will use their "host" collection, as well as outside resources, to handle questions

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[3]The statutory authority for CLSA policy, funding, and programs resides with the CLSB. Administration of LSCA funding rests with the State Librarian.

referred by the local public library. Each Reference Center will be located in the same building as its host central collection.

5. Maintain the existing regional public library system structure out of which Systems Reference Centers currently derive their operating authority and funding. Consequently, after the reorganization, there will be more Systems than Combined Reference Centers.

6. Assure that Systems continue to support CLSA mandated reference related functions, including "system-wide reference training," "service to the underserved," "general and specialized reference collection development," and "improvement and maintenance of coordinated reference service support to the members of the System," such as developing specialized resources.

7. Assure that Systems continue to support question handling by using CLSA funds for "employment of reference specialists," wherever these specialists are based, regardless of whether the System's Reference Center stays intact or is combined with other System Reference Centers.

8. Select a number of public libraries with strong central collections to serve as designated reference back-up to local public libraries in their region. Each library selected will also host one of the newly Combined Reference Centers.

9. Provide the Systems with state funds to reimburse the host libraries to cover some, if not all, of the costs associated with being a host (e.g., indirect costs, such as rent, heat, light, and direct costs such as host staff assistance and supplies).

10. Explore ways of acquiring additional funds to support collection development at the host libraries.

11. Design and cost a formal organization structure for handling reference questions referred from public libraries through the Combined Reference Centers, using one of the following models: (1) the Modified Pyramid Model and (2) the Augmented Reference Center Model.

12. Encourage wide discussion by public library professionals in California on the merits of these models. Gain feedback on which model will work best in California.

13. Request that the present System Reference Coordinators, and BARC and SCAN staff, meet to continue their preliminary June 1985 discussions on collecting and reporting question handling data to the state library. Ask that they make recommendations about the parameters of data collection in the future. Request that they expand their agenda to include a discussion of such issues as: "caps" which would establish flexible guidelines (not regulations) to limit the amount of time devoted to pursuing an answer; what constitutes a "reasonable" amount of time to answer questions; productivity measures for ques-

tion handling (e.g., measuring partial answers, negative answers, user satisfaction vs. professional reference librarian satisfaction, turnaround time vs. completeness).

14. Assure that guidelines for data collection and for measuring output of question handling are developed. Leave the implementation of the guidelines to those reference librarians who are handling referred questions. Make no attempt to create formal regulations that set time limits per question handled.

15. Select and announce the new organization structure to replace the existing structure used for delivering reference back-up to public libraries in the state. Prepare a press release that explains factors influencing the final decision.

16. Develop an implementation plan.

17. Keep in place the existing reference referral pyramid (i.e., BARC and SCAN) during a two-year transition period while the System Reference Centers are combined and the two possible organization structures are being discussed.

18. Use LSCA funds to support both BARC and SCAN in 1986-1987 and, most likely at a reduced rate, in 1987-1988 (the percentage of reduction in funding should be specified in the implementation plan).

19. After FY 1988, use state funds, not federal(LSCA) funds, to supply local public libraries with supplementary reference assistance either up to the level of super reference, or up to the level of the advanced-state-of-the-practice reference (depending upon which model is selected).

20. Encourage the Combined Reference Centers to strengthen their links to public and non-public library resources, both inside and outside the state, which have not been designated as hosts. Stress that local funds can continue to be used by Combined Reference Center staff to contract for services that supplement the use of designated host collections resources (the supermarket model).

21. Request that system reference centers monitor, in a systematic way, their use of outside resources and report back to the public library community. The intent of this data gathering effort is to determine whether and to what extent other resources, which have not been designated as hosts, should be considered statewide reference resources in the future and be compensated accordingly. Also request that the Centers report on the frequency with which they are contacted by outside public and non-public information providers and the nature of the inquiries they receive.

22. Disseminate information on both the host and non-host library reference resources, in order to promote use of these collections for question handling by local public libraries, and by the Combined

Reference Centers. LSCA funds would seem an appropriate source to fund this effort. For example:

(a) underwrite a plan for identifying and publicizing the availability of specialized resources located in libraries in the state (e.g., subject areas, formats, types of materials);

(b) determine the cost and value of updating the files on library collections currently maintained at the System Reference Centers plus BARC and SCAN;

(c) determine whether the software developed by the San Joaquin Valley Library System (SJVLS) should be transferred to other Reference Centers;

(d) consider funding the development of an automated directory of specialized resources in the state, which will update the files kept by each System Reference Center, as well as by BARC and SCAN, and be available online and in hard copy.

23. Coordinate with the members of the California Task Force on Multi-Type Networking in order to insure that the organization structure selected for public library reference referral fits comfortably within the structure of the emerging multi-type library network for California.

24. Explore with the California Library Services Board (CLSB) and the Government Relations Committee (GRC) of the California Library Association (CLA) strategies for funding the presently unfunded provision in the California Library Services Act (CLSA) for the establishment and administration of two or more state reference centers (Chapter 1, Article 6, Section 18760).

3.2 Transition Plan

The study consultant and members of the Select Committee propose that the following transition plan be implemented over a two-year period. The transition period should begin July 1986 and end June 30, 1988. During this transition period, an implementation plan will be developed and some of the System Reference Centers may begin to combine. The plan will put into place a new organization structure for public library reference referral. This new structure will most likely be the first component of California's emerging multi-type library network.

The State Librarian will ensure that both the members of the California Library Services Board and members of the California Networking Task Force are kept apprised of activities during the transition and are involved as necessary in drafting and reviewing documents over the two-year period.

The Transition Plan consists of two phases: Phase I, July 1986 to December 31, 1986 (6 months); and Phase II, January 1987 to June 30, 1988 (18 months). The

list of recommended activities is not intended to be exhaustive, but rather to describe the tone and pace of activities needed to make a smooth transition.

Transition Phase I: July 1986 - December 31, 1986 (six months)

The study consultant and the Select Committee recommend that the State Librarian undertake the following actions:

1. Distribute this final report during the summer of 1986 to the following individuals and organizations: the directors of all public libraries in California, including the present host libraries; the directors of the 17 system reference centers; the directors of BARC and SCAN; the directors of all the libraries who responded to the questionnaire for potential hosts; the directors of the 15 Systems; all those who attended the seven focus group meetings and two regional meetings, including the recorders; and, finally, all members of the CLSB, the Select Committee, and the Ad Hoc Reference Committee, and the CCPLS Committee on Third Level Reference.

2. Request that the administrators of each public library meet with their reference staff to discuss the contents of the final report, and that they forward their comments on the recommendations and choice of models to the State Librarian by December 31, 1986.

3. Underwrite the travel costs of the Select Committee on Super Reference, who will travel in teams to each of the 15 systems (not their own), in order to answer questions about the final report. They will encourage feedback on the recommendations from system members prior to December 31,1986, and will handle the coordination, scheduling, and advertising of these meetings.

4. Summarize, in writing, the feedback from the field and report back to the community by early spring 1987.

5. Report orally and in writing to the CLSB at their quarterly meeting in winter 1986 or spring 1987 on findings from the field.

6. Appoint an Implementation Task Force immediately to assist the State Librarian in making the transition to a new organizational structure and in developing an implementation plan.

7. Use the data collected during this study on "host" and "potential host" central collection resources (i.e., the collections and reference staff) to recommend to the CLSB which System Reference Centers to combine, which to augment (if the Augmented Reference Center Model is selected), and what the maximum level of referral will be (super reference, or advanced-state-of-the-practice).

8. Collect additional data if necessary from published sources or through a short follow-up survey to the research conducted during this study.

9. Test the validity of selected hypotheses, which were developed during this study and which will have an impact on the decision making process prior to the implementation phase. For example, it would be useful to analyze the experience of MCLS and SCAN using the UCLA collection (as a result of the LAPL fire). Such a study might consider: (1) whether a large academic library collection (UCLA) can substitute for a large public library collection (LAPL), rather than be a supplement to it; and (2) how long it takes experienced reference librarians (MCLS and SCAN staff) to master a large collection with which they are unfamiliar.

10. Request that System Reference Center Coordinators, and staff of BARC and SCAN, meet to discuss such issues as defining the appropriate amount of time for "caps" in question handling, and collecting data for tracking question-handling productivity.

11. Fund a proposal to identify specialized library resources in the state, as described in Recommendation 20 above, during Phase I.

12. Interview candidates to join the State Library staff in a permanent position to oversee the new reference referral system, taking into consideration the need for an experienced manager in this position.

13. Provide a high level of staff (both in terms of time and ability) to support such transition activities as: scheduling of briefing sessions in the fall of 1986 by the Select Committee at each of the 15 Systems; analyzing data collected during this study and identifying data gaps needed prior to decision making; collecting additional data if needed; testing the validity of selected working hypotheses which will have an impact in the implementation of the plan. If necessary, contract for staff support to ensure that there is no interruption in the proposed timetable, if the permanent position cannot be staffed immediately.

<u>Transition Phase II: January 1987 - June 30, 1988 (18 Months)</u>

The State Librarian, with the assistance of the Implementation Task Force, will see to it that the following activities occur by the targeted dates. Combining System Reference Centers and drafting the implementation plan are intended to occur in parallel, since the newly created Combined Reference Centers form the foundation for the new organization structure.

14. Hire the candidate identified earlier as a State Library staff member to oversee the new reference referral system. He should overlap with the temporary staff hired during Transition Phase I to assure that there is no break in staff support to the Implementation Task Force and to the State Librarian (see also Transition Phase I, #12 and #13).

15. Gather and analyze additional data (if needed) by March 1987 to fill information gaps concerning such decisions as: the identification of those System Reference Centers which will be combined; and the identification of hosts for the Combined Reference Centers.

16. Begin preliminary work on drafting the implementation plan for the new organization structure (selection of the model will have been made in Transition Phase I above) and disseminate the preliminary plan to the library community no later than June 30, 1987.

17. Underwrite the travel costs of the Implementation Task Force who will meet with the 15 Systems to gain feedback on the draft implementation plan and with others in the field during Phase II.

18. Identify those System Reference Centers which are to be combined and set up a timetable for the process, in consultation with the CLSB and the 15 System Administrative Councils, by June 30, 1987.

19. Encourage the Systems to begin the process of combining Reference Centers on or before June 30, 1987, in order to take advantage of opportunities such as staff vacancies.

20. Revise the draft implementation plan based on feedback from the Systems and others, by September 1987.

21. Request that System Reference Center coordinators and BARC and SCAN staff report in writing on their efforts to define and quantify question handling for the purpose of measuring productivity (see Recommendation #13 under organization structure above), by September 1987.

22. Disseminate the revised implementation plan and the recommendations from Reference Center coordinators (plus BARC and SCAN), which define and measure question-handling productivity, by late fall 1987.

23. Hold a hearing on the revised implementation plan and the findings presented by the Reference Center coordinators plus BARC and SCAN at the November 1987 meeting of the CLA.

24. Edit the implementation plan a second time based on feedback from the field.

25. Ask the Reference Center coordinators, together with staff from BARC and SCAN, to revise their report, based on feedback from the field, by early winter 1988.

26. Fund the creation of an automated directory of specialized library resources -- both public and non-public -- in the state, if findings in Transition Phase 1, #11, above so indicate.

3.3 Working Hypotheses

In the course of the study, a number of working hypotheses evolved. They are generalizations and, as with any generalizations, there will always be exceptions to the rule. Many of them are important to the conclusions reached in the study and most of them merit further study. They were discussed and refined during the series of meetings by the participants in the group process. While many of these hypotheses have not been formally tested, the participants found them useful to provide a basis for discussion of overall reference quality and service delivery capability.

The concepts presented in the hypotheses refer to reference service at the state-of-the-practice level and above, not at the garden variety level. The concept which everyone agreed on is that reference is most efficient when staff and information resources are in close proximity.

The hypotheses are:

1. Most of the time, public library questions are best answered by using public library collections.

2. Academic and special library collections supplement a public library collection; they are not a substitute. If given a choice between using a very large academic library (such as UCLA) and a very large public library collection (such as LAPL) to answer all public library reference questions, most participants would choose the public library collection.

3. Reference librarians can answer more questions using a very large public library collection (e.g., LAPL, SFPL) than using a "moderately sized" public library collection, provided that they are familiar with the large collection.

4. Reference librarians consult their reference collection as the first line of attack, followed by the use of other information resources, both inside and outside the library.

5. The bigger is the general collection, usually the larger is the reference service budget (the budget includes acquisitions for all reference resources including staff, telephone, and data base searching).

6. The bigger the overall collection (reference and general collections), the more skilled the staff. The bigger the collection, the better the career path for reference librarians, the more they learn, the more expert they become.

7. The bigger or more specialized the central collection, the more likelihood of having reference librarians with specialized subject expertise, i.e., professional staff who are responsible for a particular subject area and are expected to perform only reference du-

ties. In general, a high degree of expertise can only be achieved in a specialized collection, regardless of size.

8. Specialization of staff and collection improves performance overall.

9. The bigger the collection, the bigger and more skilled the staff, the higher the cost of delivery of reference at all levels (from garden variety to super reference).

10. The result of low cost reference service may be either low quality, or a greater reliance on referral to other resources. The less invested in reference service, the lower the service level.

11. Reference librarians answer questions better if they can confer with other reference librarians about search strategy and reference resources --two heads are better than one.

12. Experience improves performance.

13. The greater the expertise of the reference librarian, the higher the quality and level of service.

14. Expertise is not necessarily a function of experience.

15. Learning to use a very large collection takes time. Therefore putting a reference stringer in a very large collection in order to gain access to a collection is less efficient than using the staff that come with the collection.

16. The more layers in a referral network, the longer it takes to get questions answered. However, telecommunications (e-mail, for example) should improve elapsed time for question handling.

17. Geographic proximity is not essential either for conveying the reference question or for delivering the answer.

18. Geographic proximity leads to familiarity with local constraints and reference climate, and results in reference service which is more responsive and accountable to the local library.

19. Geographic proximity makes it easier to establish strong personal links and so gain feedback, tailor service, be more responsive, and evaluate performance.

20. Geographic proximity may facilitate education/training and cooperative collection development, because of the knowledge of local constraints.

II. CONTEXT, SCOPE, AND METHODOLOGY

This part of the report describes in more detail the institutional and policy environments, the scope of the study and how it changed during the project, and the methodology used (e.g., the group process and the underlying analytic framework).

4. INSTITUTIONAL ENVIRONMENT

This section describes the existing system of reference referral in the state of California and the public-library-based institutions charged with delivering reference referral in the state. These institutions are: (1) the System Reference Centers (hereafter referred to as Reference Centers), which are located for the most part in a "host" public library; (2) the Cooperative Library Systems (hereafter referred to as Systems), which operate the Reference Centers; and (3) the Bay Area Reference Center (BARC) and the Southern California Answering Network (SCAN), which are located in the main libraries of the San Francisco and Los Angeles Public Libraries, and provide reference back-up to the Reference Centers. The reference resources available to these institutions, including their own staff resources, are described below. Their respective sources of funding are also described.

4.1 The Existing Reference Referral System

There are three levels of reference in the present system: reference at the public library level; reference at the System Reference Center level, formerly called "second level reference;" and reference at the level of BARC and SCAN, formerly known as "third level reference." The following is a description of the flow of a reference question through the reference referral system.

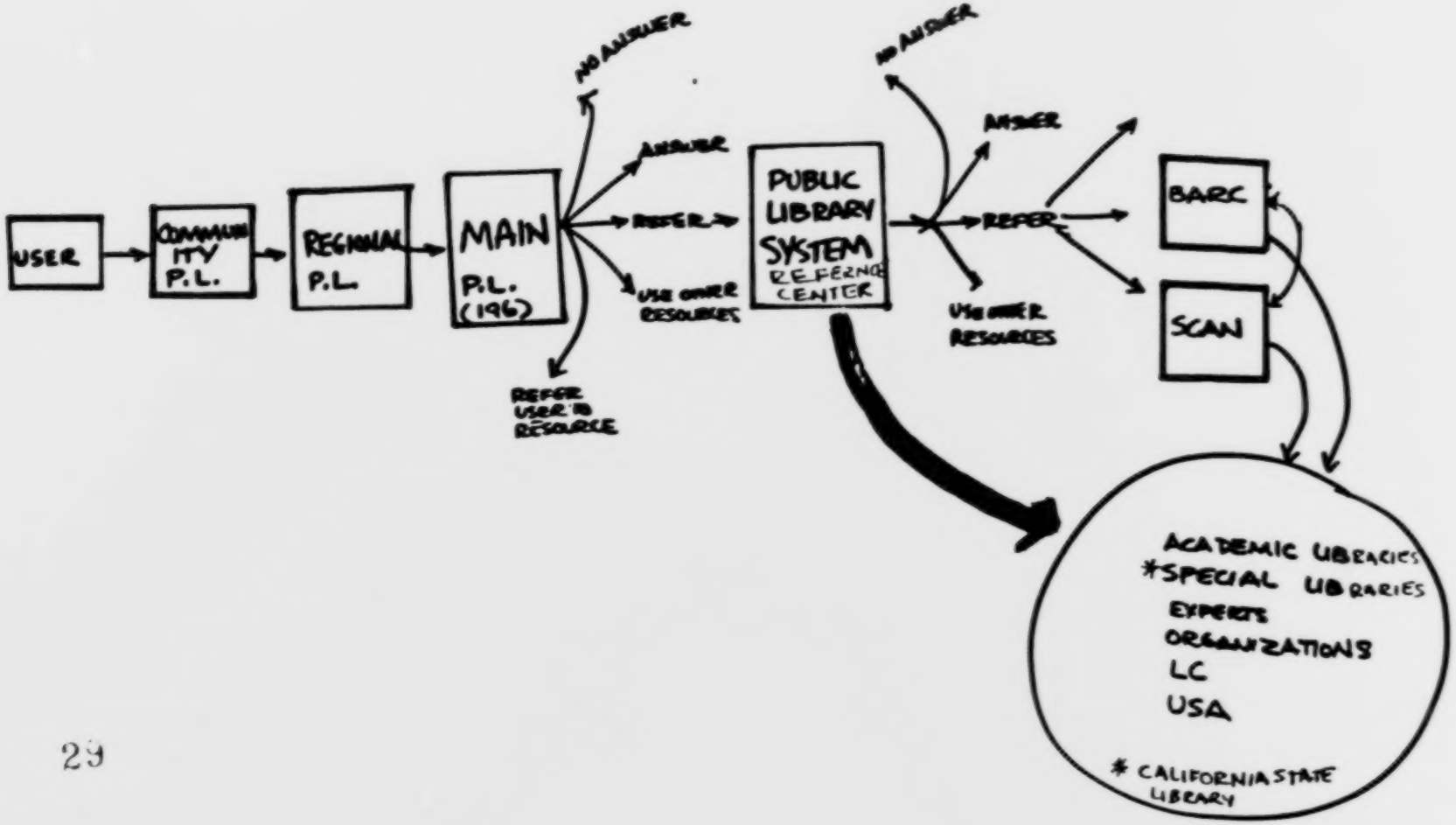
Path of a Reference Question

A reference question is posed by a patron at the local level. It then may be referred to one of the 17 System Reference Centers and then, if the question is still not answered, it may be referred by the Reference Center to two organizations at the top of the hierarchy: BARC and SCAN. Figure 1 shows the path of a question through the referral system in California. By and large, the flow is up the hierarchy, although there is some informal lateral communication between libraries and Reference Centers at the same level.

At the local level, public libraries receive reference questions from their patrons. In FY 1985, they received 35 million questions. Most of the questions they answered by using their own local reference resources, or by contacting other outside information resources directly. If they needed help, however, they knew that they could tap a higher level of reference resources by referring the question to their System Reference Centers.

FIGURE 1

PATH OF A REFERENCE QUESTION IN CALIFORNIA



In FY 1985, the 169 public libraries in California chose to refer 33,000 questions to one of the System Reference Centers (see Table 1). Both Table 2 and Figure 2 show the location of the Reference Center being used presently by each System. These 33,000 questions, representing about one-tenth of one percent of total public library questions, are a major part of the focus of the study.

In FY 1985 the Reference Center staff handled 29,000 questions on their own. In their judgment, however, 12% (4,000 questions) required help from their back-up "third level reference" service --either BARC or SCAN, depending on whether they were in the North or South of the state. When BARC and SCAN receive the referred questions, they are the reference resource of last resort. They either answer the question or return it if they cannot provide an answer. Either way, they provide a paper trail to the Reference Center to show how they handled the question. They assign the questions to staff and conduct what BARC describes as a "triage procedure":

> "They sort reference questions upon arrival. Incomplete questions will be returned the same day for clarification, and questions that can be answered quickly from BARC's Information File or other readily identified sources will be worked on immediately by the "triage" officer."[3]

Observations on the Referral Process

Before describing the System Reference Centers and BARC and SCAN in more detail, there are a number of observations about the referral process, in general, and about BARC and SCAN in particular, that were made by participants during the study process. The fact that the comments focus on BARC and SCAN rather than on the Reference Centers reflects the original mission of the study, which was limited to an assessment of BARC and SCAN. Some of the key observations were:

- o It takes questions a long time to go through the hierarchy.
- o There is little or no checking back with the patron as the question is referred, which raises the risk of spending more time than necessary (information overkill), or having misinterpreted the question.
- o BARC and SCAN are widely perceived as spending too much time on answering questions, on average.
- o BARC and SCAN set high implicit standards for other reference producers through their example.
- o BARC used to provide excellent training, but only in a limited geographic area.

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[3]BARC, LSCA Proposal, FY 1987.

Revised 7/12/86

TABLE 1: California Cooperative Library Systems: Background Information (FY 1984-1985)

	General Information				Revenue			Ranking		
(1) System	(2) Population Served	(3) Host Library	(4) Questions Received	(5) % answered in-system	(6) local $	(7) share of CLSA $(Ref.)	(8) % share of CLSA $(Ref.)	(9) Col. 4 Question	(10) Col. 5 Answers	(11) Col. 7 CLSA $
	(in 1,000s)									
BALIS	2,507	Oakland PL	1,144	90	--	$108,220	7.3%	11	2.5	4
Black Gold	955	Sta. Barbara PL	1,633	88	$19,630	69,565	4.7	6	4	11
49/99	930	Stockton Co.	1,608	79	--	64,303	4.3	7	7	13
Inland	1,741	Riverside Co.	3,406	73	--	110,549	7.5	2	11	3
MCLS	5,009	Los Angeles PL	9,346	93	--	253,749	17.0	1	1	1
MOBAC	519	Salinas PL	1,069	78	--	59,854	4.0	13	8	15
Mt. Valley	1,401	Sacramento	1,440	71	--	102,968	7.0	10	12	5
North Bay	997	Sonoma Co.	978	52	--	98,642	6.7	14	13	6
No. State	601	Butte Co./Eureka/Shasta Co.	2,445	50	--	89,827	6.1	4	14	9
PLS	604	San Mateo PL	1,458	80	--	61,573	4.2	9	6	14
SJVLS	981	Fresno Co.	2,925	84	49,450	65,450	4.4	3	5	12
Santiago	2,067	Orange Co. (CC)	854	40	--	97,118	6.6	15	15	7
Serra	2,143	San Diego PL	2,105	74	--	119,496	8.1	5	10	2
So. Bay	1,394	San Jose PL	1,115	90	--	83,990	5.6	12	2.5	10
So. State	3,205	Norwalk Regional	1,568	75	--	96,248	6.5	8	9	8
Total	25,053	--	33,094	--	$69,080	$1,481,552	100%	--	--	--

Notes:

This table was prepared by James Henson, Library Development Services, California State Library.

Total revenue for reference including local dollars and CLSA comes to $1,550,632.

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TABLE 1: Background Information (continued)

INCOME SOURCES FOR CLSA SYSTEMS FY 1985/86: From System Uniform Budget Reports

All System Programs

	State	Federal	Local **				Total
SYSTEM	(a) CLSA	(b) *LSCA	TBR(c) (from CLSA)	Local (d) funds/fees	(e) Interest	***(f) Other	Total (g) Budgeted
BALIS	$ 186,543	46,005	--	52,048	12,444	4,942	301,982
Black Gold	140,697	72,898	96,331	722,413	24,522	40,048	1,096,909
49/99	137,393	32,175	44,401	40,192	--	--	254,161
Inland	251,340	39,283	119,338	80,748	116,781	68,879	676,369
MCLS	407,012	51,617	--	135,408	--	--	594,037
MOBAC	131,056	27,836	36,000	32,214	1,796	--	228,902
Mt Valley	227,109	20,449	8,000	131,050	20,000	--	406,608
No. Bay	204,104	44,689	47,792	399,199	31,343	61,700	788,827
No. State	219,603	60,059	132,887	--	--	18,149	430,698
PLS	121,392	30,616	169,858	711,970	--	136,293	1,170,129
Santiago	151,790	56,111	--	--	25,111	101,238	334,250
SJVLS	166,613	35,523	75,000	568,657	20,000	--	865,793
Serra	235,403	44,470	70,000	12,300	6,000	60,535	428,708
So. Bay	158,825	43,101	31,113	50,025	3,000	108,652	394,716
So. State	163,940	20,397	--	251,696	--	22,600	458,633
TOTAL	2,902,820	625,229	830,720	3,187,000	260,996	623,036	8,429,802

REVENUE BUDGETED TO REFERENCE

BALIS	112,297	--	--	--	--	--	112,297
Black Gold	71,652	--	5,284	18,622	1,258	--	96,816
49/99	67,033	--	--	1,624	--	--	68,657
Inland	115,172	--	--	--	--	--	115,172
MCLS	261,186	--	--	--	--	--	261,186
MOBAC	61,929	--	--	--	--	--	61,929
Mt. Valley	106,514	--	--	--	--	--	106,514
No. Bay	106,942	--	--	--	--	--	106.942
No. State	88,964	--	--	--	--	--	88,964
PLS	63,634	--	--	--	--	--	64,634
Santiago	103,146	--	--	--	--	--	103,146
SJVLS	93,892	--	35,000	8,064	14,000	--	150,956
Serra	123,433	--	--	--	--	5,937	129,370
So. Bay	97,498	--	--	--	--	--	97,498
So. State	100,295	--	--	--	--	--	100,295
TOTAL	1,573,587	--	40,284	28,310	15,258	5,937	1,666,376

* System Administration only. Total LSCA for all system projects is $1,863,455
** local total (c-f) is $4,901,753
*** "Other" includes awards from other agencies, unexpended balances from prior year, etc. (not allocated to columns c-e)

TABLE 2: LIBRARIES HOSTING SYSTEM REFERENCE CENTERS, BARC AND SCAN
(1986)

Host Library	Resident System Reference Center/BARC/SCAN
Butte County Library	North State Cooperative Library System
Eureka-Humboldt County Library	North State Cooperative Library System
Fresno County Free Library	San Joaquin Valley Library System
Los Angeles County Library - Norwalk Regional Library	South State Cooperative Library System
Los Angeles Public Library	Metropolitan Cooperative Library System
Los Angeles Public Library	Southern California Answering Network
Oakland Public Library	Bay Area Library Information System
Orange County Public Library Garden Grove Regional Branch	Santiago Library System
Riverside City & County Public Library	Inland Library System
Sacramento Public Library	Mountain Valley Library System
Salinas Public Library	Monterey Bay Area Coop. Library System
San Diego Public Library	Serra Cooperative Library System
San Francisco Public Library	Bay Area Reference Center
San Jose Public Library	South Bay Cooperative Library System
San Mateo Public Library	Peninsula Library System
Santa Barbara Public Library	Black Gold Cooperative Library System
Shasta County Library	North State Cooperative Library System
Sonoma County Library	North Bay Cooperative Library System
Stockton-San Joaquin County Public Library	49-99 Cooperative Library System

CALIFORNIA COUNTIES WITH ESTABLISHED LIBRARY SYSTEMS BENEFITING FROM THE CALIFORNIA LIBRARY SERVICES ACT

FIGURE 2

- o BARC and SCAN both publish excellent tools, which should be continued, if necessary on a subscription basis (e.g., Scannings, SCAN Updates, and BARC Notes).

- o BARC and SCAN suffer from a lack of management --good reference librarians do not necessarily make for good managers. This is a result of the requirement that all BARC and SCAN staff be drawn from their hosts' reference staff.

- o BARC and SCAN staff skills are strong because of their past experience as staff members of the host library and because of their continuity in their respective jobs.

- o BARC and SCAN services are very expensive because of their seniority on hosts' staff. They, unlike the Reference Center staff who are independent of the host library, are on the payroll of their host library. Because of their seniority they are at the top of the pay scale.

- o Some of the Reference Centers are located in resource poor areas, and consequently are not equipped with adequate reference resources.

- o Reference questions which are referred to BARC and SCAN are complex, difficult, and therefore time consuming. They require very experienced staff and sophisticated resources in order to find answers.

Based on these observations, we coined the term "super reference" for the services provided by BARC and SCAN. The term is intended to characterize the level of reference resources needed to answer these super reference questions (see Definitions at the beginning of the report). As we examined the flow of a reference question more closely, it became evident that not all questions referred to BARC and SCAN are complex and require "super reference" resources. There are several reasons why this is so.

Not only questions requiring super reference, or even advanced-state-of-the-practice resources, are referred up the hierarchy. State-of-the-practice and even a few garden variety questions, we suspect, are included in the 33,000 referred questions.[4]

First, determining which questions to refer requires professional judgment, and a judgment call on whether to try to answer the question locally or to refer it. This decision is comparable to a make/buy decision in the marketplace. What is considered worthy of referring by one local library or one Reference Center may be considered manageable by another, depending on profes-

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[4]While we do not know the percentage breakdown of these questions by the four levels of question handling, we do have anecdotal information from reference librarians at all three levels to support this conclusion. There was interest in determining what the breakdown was for the 4,000 questions handled by BARC and SCAN (see the Section on Data Collection).

sional judgment coupled with the level of reference resources available in local libraries, and therefore, to the System Reference Centers. Consequently, there is bound to be variation in the types of questions which are referred.

Secondly, the amount of time available to the staff at the reference desk has an impact on referral. Whether staff time is fully dedicated to question handling or not, demand at the reference desk often exceeds the capacity of the reference staff. Rather than put aside a question because of time constraints, or ration reference by setting "caps" (time limits), the reference staff may choose to refer the question to the System Reference Center, which may, in turn, refer the question to either BARC or SCAN, in hopes that an answer will be provided more quickly as a result of the referral. In this scenario, BARC and SCAN provide an extra pair of hands. They do work at the state-of-the-practice level which the 17 System Reference Centers are expected to perform.

In order to understand the institutional environment it is important to review some background. The origin of the System Reference Centers and the Systems (their parent organizations) is described below, as are their sources of funding. A parallel discussion follows on BARC and SCAN.

4.2 The Systems and the System Reference Centers

The public library reference referral system in California has evolved over the past twenty years. Systems were established under the Public Library Services Act (1963), and continue to exist, although with changed geographic boundaries, under the California Library Services Act (CLSA, 1978). There are presently 15 Systems (see Table 2 and Figure 2).

The public libraries are members of the Systems and receive CLSA funds from the state through a formula which they spend on their System. The member public libraries also contribute local funds to support their Systems and, in some cases local funds are contributed to augment the state funds for reference services. The body who administers CLSA is the California Library Services Board (CLSB).

Until recently, Systems also received federal funds under the Library Services and Construction Act (LSCA), which were used to support system administration. The State Librarian is phasing out that support over a five-year period, which has caused the Systems funding difficulties during the transition. They have had to turn to their local members for more support and have had to cut back on some services. Some System Reference Centers have also been affected by this reduction in funds.

CLSA requires the public libraries to spend their CLSA funds on specified services, all of which relate to resource sharing among public libraries. CLSA is the only legislation in the state which requires that libraries spend funds on particular activities (categorical funding). Public libraries also receive unrestricted funds from the state under the Public Library Foundation (PLF).

Last year, the state allocated over $5 million of CLSA funds to Systems. $1.5 million was earmarked for "the improvement and maintenance of coordinated reference support." The Act also enables funds to be spent by the Systems for "system-wide reference training" and "general and specialized reference collection development."

The "employment of reference specialists" is an option, not a requirement, under CLSA. The accompanying regulations to CLSA state that each System "shall use its reference allowance to provide the following three service components: (a) general improvement of local reference services; (b) improvement of reference services to the underserved; and (c) interlibrary reference." The CLSB has developed regulations "to set uniform performance objectives" for the Reference Centers. They require that 90% of the questions received by each System from their local library members must be answered. Seventy percent of these questions must be answered within 10 days.

There is, however, no requirement that the Reference Centers try to answer the questions first themselves. If a Reference Center chose to, it could refer all of its questions to BARC or SCAN for answers. It might run into problems, however, in meeting the turn-around time requirements.

While service to the underserved is one of the required service areas for the Systems, this study does not examine the provision of reference service to the underserved. It was not within the scope of this study to determine which categories of the general public use and/or benefit from reference referral. It should be noted, however, that the term "underserved" is interpreted in a variety of ways. A number of the Systems, located in rural or underpopulated areas of the state, perceive that many or all of their patrons fall into the category of underserved.

Since Reference Center staff in many Systems divide their time between CLSA mandated reference-related functions and System functions, it is important to list the other System services:

(1) Transaction-based reimbursements to compensate local public libraries for equal access (providing reimbursement for direct access to their local collections by patrons from outside their jurisdiction) and for interlibrary loan transactions;

(2) Communications and delivery to support the exchange of materials and information among member libraries;

(3) Planning, coordination, and evaluation of the overall system wide services as authorized by the Act;

(4) Administrative Council and Advisory Board activities, including administering the System, adopting a System plan of service, preparing a proposal annually to the CLSB for funding to implement the plan; and

(5) Special service programs delivered by the local public library or by the System.

As discussed earlier, the provision of reference requires the combination of staff and information resources. They are discussed below.

Reference Center Staff

Survey Table IV shows the composition of staff at the Reference Centers: the number of staff, years of training, past experience, years working at the Reference Center. Most of the Systems have chosen to hire their own trained reference staff to handle the referred reference questions, although CLSA does not require them to do so. A few, such as Santiago Library System, have experimented with a variety of arrangements, including contracting for reference services from another public library or from an information broker.[8]

Survey Table IV shows that most Systems have three or fewer professional staff at the Reference Center. The exceptions are MCLS with six, SJVLS with five, and Serra with four. Reference Center staff averaged six years of prior work experience at their host prior to joining the Reference Center. Only Reference Center staff in MCLS, Serra, and SJVLS had previously worked for their hosts for any substantial period of time.

In many of the Systems, the Reference Center staff divide their time between reference functions and CLSA-required System functions. The staff are employees of the System, not of the host library. They report to the System Director and the Advisory Board of the System's Administrative Council and their salaries are independent of the pay scale at the host library.

Reference Center Information Resources

Reference Centers budget their reference funds in a variety of ways to deliver reference-related services. In our survey, the Reference Centers were asked to allocate the CLSA and local funds they receive to the four reference functions as we have defined them: question handling, education and training combined with quality control, and developing specialized resources.

The Centers were asked to report their expenditures for FY 1985 by reference function in the following line items, which summarize the type of resources that the Centers have: total salaries and benefits for all staff (support, professional, and contract labor); other direct costs (telephone and data base searching, purchase of reference materials for the host and/or for the Center, supplies and equipment); and the indirect rate.

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[8]Santiago has tried a variety of arrangements, including contracting with SCAN to have SCAN handle all the referred questions it receives. When SCAN raised their charges, however, Santiago did not renew the contract. Instead, it went back to using SCAN for reference referral only. However, Santiago continued to refer a wide variety of questions, taking advantage of the fact that SCAN was available and could be used free.

Survey Table II shows that, on average, Reference Centers spent 64% of their resources on question handling, 10% on education and training and quality control, and 11% on developing specialized resources. Over 17% of expenditures fell into an "all other" category, which is undefined.

Every Reference Center had funds for data base searching and allocated telephone costs to question handling (some included Ontyme, the electronic mail service), but some spent much more than others (see the attached Survey Tables). All Reference Centers purchased reference materials either for the host (about half the Centers) and reference materials for use in the Center office (about half the Centers).

Most of the Reference Centers maintain "info-files" in their offices which provide them with lists of information providers to contact. Some maintain a file of answers to frequently-asked questions, such as songs, poems, and automobile repair information. Their files, however, are evidently small in comparison to those of BARC and SCAN (see discussion below).

Some of the Reference Centers have expanded their base of reference resources by sending their staff to other collections as stringers, or paying the staff at other collections to provide back-up reference on demand. These arrangements vary in formality and frequency, but have been cut back overall because many Systems have cut back on Reference Centers' activities. In addition, several of the Systems have set up multi-type networks. These networks permit libraries of all types (academic, special, and school) to work together with the Reference Centers on a variety of projects, and to share reference resources. For example, South Bay Cooperative Library System has a multi-type network, called SouthNet. BALIN is the multi-type network of the Bay Area Library and Information System (BALIS). North Bay has included school and academic libraries as full administrative participants in its System Board of Directors.

Reference Center Services

The Reference Centers offer a variety of reference services to their member libraries. Clearly question handling leads the list with 64% of their resources dedicated to that function. Education and training and developing specialized resources are tied at approximately 10% each on average. Reference Centers hold workshops on reference for their members, publish newsletters, produce union lists and directories, and develop other finding tools. Many also advise their hosts on collection development. Over the years, some of the Reference Centers have become stronger than others in delivering these and other reference-related services. As a result, these strong Reference Centers have become less dependent on BARC and SCAN for question handling and education and training, although all the Reference Centers place a high value on the specialized resources developed by BARC and SCAN ("info files," newsletters, and directories).

Reference Center Arrangements With Hosts

Table 2 shows the list of Reference Centers and their corresponding hosts. Three Systems have slightly different hosts arrangements. North Bay Library Cooperative System owns its headquarters, which are located across from the Sonoma County Library's headquarters. Monterey Bay Area Cooperative Library System is based in a member community college. North State Cooperative Library System has three public library hosts for three Reference Centers, because of the paucity of reference resources in this sparsely populated portion of the state. They are: Butte Information Center, Shasta Information Center, and Eureka-Humboldt Information Center.

Some hosts make use of the Reference Center staff in return for their contributions of space, equipment, and administrative support services. It is not appropriate, however, to use Reference Center staff to cover the host's reference desk. Apparently a number of hosts engage in this kind of practice as compensation for being hosts. It would be far better to compensate the hosts for their in-kind contributions through direct reimbursement (see Recommendations at the beginning of the report). Survey Table VIII shows that hosts (including the hosts to BARC and SCAN) presently incurred nearly $400,000 in direct and indirect costs because they hosted the System Reference Centers in FY 1985.

Host Resources Available to the Reference Center

Reference resources available from the hosts (i.e., staff and information resources) are critical to the work of the Reference Centers. Since Reference Centers do not have collections of their own, apart from some ready reference materials, they are dependent on their hosts' collections, which is why their location physically with a host collection is so important. In several Systems there are several designated host collections in targeted subject areas. Some of the Reference Center funds in those regions are spent on enhancing these subject collections for the benefit of all the members, via the use by the Reference Center staff.

The hosts' resources vary considerably, as Survey Table VIII shows. All 18 "host" libraries completed the survey form, including the hosts for BARC and SCAN.* These data were collected in order to gain a sense of the order of magnitude of each host's central collection and the size and background of their staff. At the same time that hosts completed the survey, 16 other libraries were identified which had large central collections and were included in the survey, as "potential" hosts (see Table 3 as well as Survey Table IX).

The strength of reference staff should be a significant factor in selecting hosts, since the reference staff are a real resource to the Reference Centers.

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*While there are 17 Reference Centers plus 2 super reference providers (BARC and SCAN), there are 18 host libraries if BARC and SCAN's hosts are included. The reason that there are not 19 hosts is that Los Angeles Public Library hosts both SCAN and the MCLS Reference Center.

TABLE 3: LIBRARIES RESPONDING TO POTENTIAL HOSTS' SURVEY: PUBLIC LIBRARIES WITH SPECIAL COLLECTIONS AND BRANCHES

* Alameda County Library
Berkeley Public Library
California State University - Chico
Contra Costa County Library
Glendale Public Library
Kern County Public Library
Long Beach Public Library

Los Angeles County Public Library
- * The Afro-American Center at Compton,
- * The Californiana Collection and
- * The Chicano Resource Center at Montebello
- Carson Regional Library
- Huntington Park Library
- Lancaster Library
- Montebello Library
- West Covina Library

Oakland Public Library
- * Asian Branch
- * Latin American Branch

Orange County Public Library
- * San Juan Capistrano Regional Branch and
- * Mission Viejo Branch;

Pasadena Public Library
* San Bernadino County Library

San Diego County Library
- * El Cajon Library

* San Mateo County Library
* Santa Clara County Free Library
Stanislaus County Free Library
Torrance Public Library
Tulare County Free Library
* Ventura County Library.

Notes:

North State Cooperative Library System requested that CSU - Chico be included in the survey. North State has been experimenting with using that collection as a reference resource.

Libraries and collections marked with an asterisk (*) were excluded in the data analysis because the collections were either too small or too specialized.

The hosts' reference staff know their collection and can be of use to the Reference Center staff in discussing a difficult reference question, particularly given the small size of the Reference Center staff. The Reference Center staff may be able to reciprocate, making this situation mutually beneficial. This quid pro quo is desirable and to be encouraged. since it should be a mutually beneficial exchange. It means that the Reference Center staff and the host's reference staff can take advantage of the two-heads-are-better-than-one hypothesis (see Hypothesis section), and vice versa. If it is mutually beneficial, the host may not need to be compensated for the time which host reference staff spend helping the Reference Centers.

4.3 BARC and SCAN

BARC and SCAN predate the existence of most of the Systems and have been in operation for twenty years. BARC and SCAN are located in two of the largest public libraries in California -- the main libraries of the San Francisco Public Library (SFPL) and Los Angeles Public Library (LAPL). They therefore have an edge on most of the Reference Centers (with the exception of MCLS which is also located at LAPL) because of the nature of the resources at their disposal.

The State Library has been using LSCA money to subsidize BARC's and SCAN's services since they first opened their doors. Last year their combined budget request to the State Library exceeded $1 million. They only received $900,-000, because of the many issues relating to LSCA which are described in the discussion of the Policy Environment below. The State Library has held BARC and SCAN budgets constant since 1981. Consequently their budgets have declined in real terms. They have been forced to cut back on staff and on the level of reference-related services.

BARC and SCAN are usually described in one breath as BARC/SCAN, but they are two quite different entities. Their reputations in the state vary in terms of the type of service being discussed. BARC was known for the caliber of its workshops in the past (they have since severely cut back training as a result of their declining resources), and SCAN for its one-day training sessions which introduced hundreds of libraries in the region to SCAN's services.

Both BARC and SCAN are highly valued. In particular, they are both praised for the following services:

(1) the caliber of their question handling and the documentation they provide to the Reference Centers on how they developed their reference strategy (this documentation is viewed as a valuable teaching aid and a source of quality control);

(2) the extensiveness of their "info-files" and the role these files often play in providing the Reference Centers with quick answers;

(3) their ability -- because of the combination of their own experience, past training, and physical location to tap resources (e.g., their hosts' collections, their own "info-files," outside collections via

telephone, and data base searching of both the commonly-used and specialized data bases);

(4) their newsletters, which provide information used for question handling by the Reference Centers, and serve as a form of education and training; and

(5) the caliber of the finding tools which they have published over the years, most of which have been discontinued as a result of budget cuts.

Super Reference Centers budget their reference funds in a variety of ways to deliver reference-related services. In our survey, the Reference Centers were asked to develop a program budget, allocating the CLSA and local funds they receive to the four reference functions: question handling, education and training combined with quality control, and developing specialized resources.

BARC and SCAN were asked to report their expenditures for FY 1985 by reference function in the following line items, which summarize the type of resources that the Centers have: total salaries and benefits for all staff (support, professional, and contract labor); other direct costs-- telephone and data base searching; purchase of reference materials for the host and/or for the Center; supplies and equipment; and the indirect rate.

Survey Table II shows that BARC spent 54% of its resources on question handling as compared to 66% for question handling at SCAN. Interestingly, their total average expenditures come to 60%, which is lower than the Reference Center average of 64%. BARC spent 15% on education and training, as compared to SCAN at 4%, and together they averaged 9.8%, which is comparable to the Reference Centers, which spent 9.4% on education and training overall.

BARC and SCAN were fairly comparable in their allocation of funds for developing specialized resources with BARC spending 19% and SCAN at 16% of total resources. Their average expenditure for developing specialized resources came to 18.4%, or ten percent higher than the Reference Center average (9.7% of total expenditures for developing specialized resources). Ten percent of BARC's expenditures fell into the "all other" category as compared to 14% for SCAN.

BARC and SCAN both allocated funds for data base searching and for telephone costs (which were principally associated with question handling). BARC's expenditures for data base searching ($12,000) were much higher than SCAN's ($6,000), probably as a function of having a smaller collection. Their telephone costs were almost identical at roughly $6,000. Neither purchased any reference materials for the host; but both added to their own reference collections --BARC spent $1000 and SCAN $3,000. In comparison, all Reference Centers purchased reference materials, either for the host (about half the Centers) or for use in the Center office (about half the Centers).

As BARC and SCAN have had to cut back on the level of service, in response to their frozen budgets, more of the remaining resources were invested in question handling and quality control and less in education/training and develop-

ing specialized resources. As a result, the amount of staff time and resources devoted to question handling has increased, making the unit cost per question high. As Survey Table III shows, the average cost per question handled by BARC and SCAN was $80 in FY 1985, as compared to $31 on average at the Reference Centers. These costs are a function of the composition of BARC and SCAN staff, location, as well as their service philosophy.

BARC and SCAN Staff

The staff are very experienced, averaging 19 years of reference experience, as compared to 11 years of experience among the Reference Center staff (see Survey Table IV). Over 70% of their staff costs are for professionals and approximately 30% for support staff (the same is also roughly true for the Reference Center Staff(see Survey Table V). The ratio of professionals to support staff, however, does result in higher costs, since professional time has to be spent doing some of the time consuming searching of the collection and telephone follow-up which could be handled as efficiently and at a lower cost by trained paraprofessionals.

All BARC and SCAN staff have worked for their hosts prior to joining BARC and SCAN, since their hosts require that these staff be drawn from the host staff. Because of the reputation of BARC and SCAN for doing high quality reference, they attract and hire senior level staff who are expensive because they are high up on their host's pay scales. BARC and SCAN staff averaged 13 years of prior experience at their host institution (as compared to six years of prior host experience among the Reference Center staff).

Many participants in the study process voiced concern about the requirement that BARC and SCAN staff be drawn from the staff of their host library. They complained that no new blood can be introduced into BARC and SCAN and that consequently BARC and SCAN staff have become very set in their ways. They question whether only the most senior staff need to be at BARC and SCAN. They also perceived a lack of strong management skills in both staffs, since good reference librarians do not necessarily make for good managers. The feeling was that had there been more able management, BARC and SCAN might well have been able to adapt to the changes which they have had to face: the growing sophistication of some of the Reference Centers and their shrinking budgets.

While the prevalence of senior staff makes BARC and SCAN expensive, there are trade-offs. BARC and SCAN staff know their host collection well. They also know one another's strengths, and work well as a team. Evelyn Greenwald, the Director of SCAN, characterizes this relationship as being like a well established marriage.

The value of the experience and expertise of the BARC and SCAN staff, combined with their knowledge of their very large host collections, is worth a lot, if one assumes that they are more efficient and able to provide a higher quality of reference service. A number of the hypotheses developed during the course of this study place a premium on these variables in the context of delivering reference.

Some participants would trade off this experience in order to have the flexibility of being able to hire staff with specific skills which are needed (such as management skills to run the service), and to drive down the labor costs down somewhat. On the other hand, it should be understood that a strong reference staff is always going to be an expensive commodity.

BARC and SCAN's Information Resources

BARC and SCAN have created powerful files with thousands of entries (both vertical files and card files) which provide them with answers and related materials that they have saved from previous questions when they anticipate that the same question is likely to come up again.[7] BARC staff estimate that they use their "info file" to answer 15% of the questions they receive. SCAN estimates they use their files to answer 10% of the question they receive. In neither case does the percentage suggest that the info files are the exclusive source for the question. In many cases, the staff go to additional sources as well.

While BARC and SCAN do not have an organized multi-type network like some of the Reference Centers, BARC and SCAN staff are masters at drawing on outside resources. Over the years, they have created very strong contacts with the special and academic libraries, and with other organizations and companies, in the metropolitan areas of San Francisco and Los Angeles. They have been able to gain access to some of these resources in a way that any given local public library could not, simply because BARC and SCAN offer their highly skilled help in return. They also use outside resource sparingly. In turn, the institutions providing specialized resources appreciate the screening that BARC and SCAN provide. They believe that it keeps them from being flooded by individual requests from public libraries.

4.4 Reference Functions Currently Performed by BARC and SCAN

Over the years, the public library community has come to rely on BARC and SCAN to set the tone for quality reference and to provide visibility and "leadership" for performing the reference function at the local and system level. As mentioned above, question handling is only one of four reference functions which BARC, SCAN, and the Reference Centers all provide. The other three functions are: education and training, developing specialized resources, and providing quality control, which is implicit in the other three functions (see Definitions above). The Reference Centers provide parallel services to their local public libraries (as was discussed above). The major functions performed by BARC and SCAN are summarized briefly below.

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[7]While these files are very extensive, they are also dated and could not be easily automated.

- They answer reference questions from the public, referred by the 17 System Reference Centers, by using the LA and SF public library resources (collections and staff), as well as specialized resources available to BARC and SCAN reference staff (e.g., specialized data bases, BARC and SCAN-developed "info-files," contacts in the library community (e.g., academic and special libraries) as well as in the broader population (e.g., companies, organizations, individual experts);

- They train and educate the reference staff at the system level as well as the local level both formally and informally (e.g., by developing workshops in reference skills, in special subjects, by writing articles in the BARC and SCAN newsletters, by acting as consultants in person or by telephone, as well as teaching by doing which involves providing an audit trail of the strategy used to answer each question so that others down the line can learn from their approach);

- They provide implicit quality control. Since there are no formal standards for measuring quality or even a definition of quality, BARC and SCAN are perceived as setting the highest professional standard for answering questions which provides a bench mark for the local public library and the system reference centers. Highlighted in the King study is the observation that BARC/SCAN staff provide role models for reference staff at the first and second levels which King suggests has resulted in improved reference performance at the lower levels.

- They develop specialized resources that make answering questions more efficient, (e.g., buying specialized materials, creating finding tools such as union lists, bibliographies, "info files," and lists of facts such as those provided in Scannings).

BARC and SCAN Host Collections: Los Angeles and San Francisco Public Libraries

By being located in the same building as the main libraries of SFPL and LAPL, BARC and SCAN staff have convenient access to the reference resources in the main library and can provide statewide access to two of the strongest collections in the state. They can also draw on the collections of the entire public library system, which includes the branches. SFPL's collections, systemwide, total nearly 2 million volumes and LAPL's total over 5 million volumes. Heretofore, however, no data were available on those resources located in the two main libraries. The host survey conducted during this study filled this gap and provided the following estimated data for the main libraries for both LAPL and SFPL (see Survey Table VIII).

Los Angeles Public Library (LAPL) estimates that its central collection contains 2,000,000 volumes in the general and reference collections (both of which grew at about 4% in FY 1985), 19,000 periodical titles, and 1.3 million government documents. The main library at LAPL has 79 FTE reference staff, all of whom have a Masters degree in Library Science and 12 of whom have an

additional advanced degree. The fact that the main library at LAPL was recently badly damaged by a fire (April 1986) represents a short-term set back, but LAPL will recover its full strength over the next few years.

The fire, however, has forced SCAN to move to temporary quarters at the University of California at Los Angeles (UCLA), which has disrupted SCAN's services. BARC has been helping out by handling some of the questions which would ordinarily be handled by SCAN. This disruption in service has been considered in the development of the timetable for the transition plan (see the introduction to the discussion of the transition plan). The fire has also forced the MCLS, which is also hosted by LAPL, to move to UCLA as well.

San Francisco Public Library (SFPL) estimates that its central collection contains 1.1 million volumes in the general and reference collections (which grew at a rate of 2.9% for the general collection and at a rate of 3.4% for the reference collection in FY 1985), 10,000 periodical titles, and 3.5 million government documents. The main library at SFPL has 64 FTE reference librarians, all of whom have a Masters degree in Library Science; none have an additional advanced degree.

5. POLICY ENVIRONMENT

There have been a number of studies of reference referral in California. To understand why the current study was undertaken, and why the group process methodology was chosen, it is important to understand some of the policy constraints facing the State Library and the environment in which policy discussions have occurred to date.

5.1 Resource Constraints

The State Library initiated the current study largely because of the need to make major changes in funding structure for the provision of reference referral services.

- The State Library has been supporting BARC and SCAN for nearly twenty years using soft (i.e., unpredictable) money from Titles I and III of the Library Services and Construction Act (LSCA);

- The grants to the San Francisco Public Library (SFPL) for BARC and to the Los Angeles Public Library (LAPL) for SCAN ($900,000 combined for FY 1986), constitute a significant fraction of California's total LSCA funds.

- Despite the fact that BARC and SCAN have cut back on staff and services, it was anticipated that together they would still request over one million dollars in FY 1987, in order to cover the salary increases that SFPL and LAPL staff will receive.

- o LSCA requires that the LSCA funds be used for demonstration grants (short term) for library cooperation, not for ongoing support (long term). For years, CSL has deviated from the intent of the Act by providing ongoing funding to BARC and SCAN.

- o The uncertainty of LSCA funding as a result of the threat of unspecified budget cuts by federal agencies responding to the requirements of the Gramm-Rudman Act. It was not certain to what extent LSCA would be cut overall. This year the State Library has already lost $620,000 or 4.3% of the FY 1985-6 LSCA appropriation.

To add to this climate of uncertainty and scarce resources, public libraries in the state are still reeling from the effect of Proposition 13. Indeed, the Public Library Fund (PLF), which provides unrestricted state funds to local public libraries, is being used to offset the effects of Proposition 13.*. It seems unlikely that significant local contributions will be made to fund reference referral in the short term, although some local funds may be earmarked to support reference referral over time.

Therefore, an operating assumption for the study has been that funds for reference referral would be limited to those presently available under CLSA for reference services (as discussed above). In FY 1985, there were $1.5 million for reference service delivered through the Systems. While seeking funding to support reference referral seems an appropriate and necessary activity the strategy for doing so is not within the scope of this study.

Furthermore, it has been assumed that the proposed models for a new reference referral structure will fit within the currently unfunded Article 6 of the California Library Services Act (CLSA), Section 18760, "State Reference Centers," in the short term. In the longer term, as the reference referral system dovetails with the emerging multi-type library network, it is likely that CLSA will be revised to accommodate both the requirements of a multi-type network and of the reference referral component. Section 18760 of CLSA now reads:

> "The state board shall establish and administer two or more state reference centers. The centers shall be responsible for answering reference requests that cannot be met by systems and libraries participating in the programs authorized by this chapter."*

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*Unfortunately, a number of public libraries will not qualify for PLF funds in FY 1987 because their local budgets have fallen below the previous year's budget. PLF requires maintenance of the previous year's budget level, in order to trigger funding; a number of public libraries appear to be losing ground.

*California Library Services Act in California Library Laws, 1981, published by the California State Library (1981).

Given these funding uncertainties, and given the fact that LSCA money is intended to be used for demonstration grants, not for ongoing programs, the State Librarian asked a member of his staff to prepare a report on the issues "relating to the use of LSCA funds in support of third level reference referral" (i.e., BARC and SCAN) and make recommendations about what should be done with these organizations. This was the third in a series of studies on higher level reference in the state.

5.2 Past Studies

Peat, Marwick and King Studies

In the past ten years, the State Library has commissioned two major outside studies of reference referral: a study by Peat, Marwick, Mitchell & Co. in 1975; and a study by King Research, Inc. in 1981. These reports provided valuable insights and useful recommendations to the State Librarian, but there has been a lack of support for the findings by members of the public library community in California. Complaints focused on the view that neither firm had fully grasped the nature of the problem and that the library community had not been consulted sufficiently during the course of the studies.

Staff Report on Third Level Reference

The third study was done internally by the State Library and was published in 1985. As with the earlier studies, there was an absence of consultation with the library community. The report, titled "A Staff Report on Third Level Reference," examined the question of the cost of reference referral using BARC and SCAN, and made the following recommendations: the two institutions should be phased out after FY 1985-86 and BARC and SCAN staffs absorbed back into the staffs of the San Francisco and Los Angeles Public Libraries.

Since BARC and SCAN were perceived by many practitioners to be a major component of reference referral in the state, it was no surprise that the public library community was upset to learn that the State Library was questioning the cost effectiveness of BARC and SCAN and recommending that both be dismantled after September 30, 1986. In the report, no alternative to BARC and SCAN was put forward to fill the vacuum. The lack of warning about the outcome of the report, combined with the lack of consultation with the field, caused an uproar. Furthermore, since the State Library's staff report did not provide alternatives to delivering BARC and SCAN services, the public library community was faced with the prospect of being left empty-handed, without a fall back.

In a cover memorandum that accompanied the report, Gary E. Strong, State Librarian, requested that the report's findings and conclusions be "...a starting point for a process that will allow for thoughtful consideration and the broadest possible input before any final decisions are made." He went on to say:

> "It is apparent that the process may result in a redefinition of the roles of the Los Angeles and San Francisco Public Libraries in relation to system level reference centers. I also expect other alternatives to established patterns of reference referral to emerge."

The State Library received over a hundred letters praising BARC and SCAN for their leadership in providing reference referral of the highest level. Many librarians attended the two state-sponsored regional hearings (described below) and there were over 175 respondents to a State Library-developed questionnaire which asked for feedback on BARC and SCAN services.

Regional Hearings in Response to the State's Study

Two factors are apparent based on a reading of the transcripts from the two regional meetings. First, the State Librarian was trying to deal responsibly with the potential loss of LSCA funding by asking the library community to work with him to examine options. Second, many members of the public library community were operating without a complete awareness of the financial and political climate.

Given the intensity of the response to the State Library study, the State Librarian decided to hire an outside consultant to undertake another study. This study was intended to focus on the role of "third level" reference in California. Given the importance of the public policy issues involved, it is useful to understand how the scope of this study evolved from the original proposal to include an examination of all reference referral in the state.

5.3 Original Mission of the Study

In its January 1986 solicitation, the California State Library asked: **what is the most cost effective and efficient way to make available the services now provided by BARC and SCAN?** Implicit in the question was the issue of whether the cost of supporting BARC and SCAN was justified. The task at hand appeared to require identifying what services BARC and SCAN provided; determining the costs, if possible; comparing them to alternatives; and recommending the changes that would have to be made to improve cost effectiveness and efficiency in delivering the services.

It seemed a reasonable question. The State Library had supported BARC and SCAN for twenty years using LSCA funds. LSCA was in danger of being cut back at the federal level, making it all the more important to evaluate the costs and benefits of BARC and SCAN, since the continuation of their services would probably require state and/or local funding. And if BARC and SCAN services were so important, it seemed appropriate to spend hard money to support the services (i.e., state and local funds), rather than to depend on soft money (federal).

Furthermore, the staff at the State Library needed an answer to the question by July 1986, in order to determine what level of LSCA-funding, if any, BARC and SCAN should receive in FY 1987. The LSCA Committee was scheduled to meet during that summer to decide on which LSCA projects to fund. Consequently, there were only five months in which to arrive at conclusions and recommendations. This seemed a short, but manageable amount of time in which to arrive at workable conclusions.

The Select Committee on Third Level Reference and the study consultant set to work defining reference functions performed by BARC and SCAN. Four functions were identified: question handling, education and training, developing specialized resources, and quality control. Levels of question handling were also identified. It was assumed that BARC and SCAN were handling "super reference" questions and therefore the Committee changed its name to the Committee on Super Reference.

As the study progressed, it quickly became apparent to the consultant and the Select Committee that the problem being addressed was both much broader and more complex than simply advising on the costs and benefits of the services of BARC and SCAN. It also became clear that the discussion had to be based on a clearer statement of the funding constraints:

> **If there are no LSCA funds and no new CLSA funds for the provision of two or more statewide reference centers, would public libraries in California agree to reallocate existing state and local money to support reference referral functions, such as those services which have been performed by BARC and SCAN and have been subsidized by LSCA? If so, which functions and services would public librarians support by reallocating existing state and local funds?**

5.4 The Concept of Statewide Access

Underlying the original cost/benefit question lay the unstated question of whether there should be statewide access to reference resources at all. Would the resource rich enable the resource poor in the state to have mediated access (i.e., through the reference referral process) to their reference resources by dedicating state and possibly local funds?

"Statewide access" is an elliptical term, developed during the course of the study by the participants. It involves the delivery of an agreed-upon level of reference service to California library users in order to make reference service "equitable" throughout the State, regardless of geographic location, wealth of local jurisdiction, or size of local library resources. Statewide access thus involves providing access to library and information resources regardless of where they are located in the state.

It became apparent that the first order of business in the study was to obtain a sense of the willingness of the public libraries in California to spend state and local funds to support the sharing of reference resources. If statewide access to reference resources in the state is important, it would require reallocation of state funds to achieve. Indeed, it might well require

the contribution of local funds as well. Given concerns about funding, the relevant policy questions for the stakeholders are:

> **(1) Does the public library community want to insure that patrons across the state have access to a specified quality of reference service, regardless of variations in local reference resources?**
>
> **(2) If so, to what degree and how would the service be funded?**

The State Librarian and the Select Committee agreed that the concept of statewide access was central to the study. They also agreed the answer to these questions should come from the stakeholders themselves. The study process thus had to involve stakeholders in a discussion of this issue in an effort to gain consensus.

Stakeholders include the BARC and SCAN staff; staff at both the Reference Centers and the Systems; staff at the various "hosts" (i.e., those libraries in which the System Reference Centers and BARC and SCAN were based); as well as a representative cross section of reference librarians at local public libraries, who depended on reference referral to back-up their local reference resources.

Secondly, BARC and SCAN services could not be evaluated in a vacuum. They were part of a public library reference referral system. It would be impossible to determine how to make BARC and SCAN services more cost effective and efficient without understanding how BARC and SCAN fit into the system. Any assessment of the costs and benefits of BARC and SCAN services would have to involve a comparison with those services provided by the Reference Centers. Since the Reference Centers' services to their public library members intersected with those provided by BARC and SCAN, it would necessary to examine the reference-related functions they each provided.

Furthermore, since the Reference Centers depended on BARC and SCAN in order to deliver services, it would be important to determine what the impact of eliminating or reducing BARC and SCAN services would be on the performance of the Reference Centers. It would therefore be necessary to analyze the flow of services from BARC and SCAN to the their primary customer base, the System Reference Centers of the Cooperative Library Systems.

As a result of these considerations, the State Library and the Select Committee agreed that the study should examine the System Reference Centers and their relationship with BARC and SCAN --a considerable expansion of the original scope of the study.

5.5 Restatement of the Mission of the Study

The scope of the study now involved an examination of the entire reference referral process in California --a major public policy issue. The mission of the study was therefore restated as follows:

To determine whether and to what extent public libraries in California would be willing to reallocate state and local funds to support reference referral functions, such as those services that have been performed by BARC and SCAN (with LSCA subsidy) in the past.

The assumption was that there would be no additional state or local money in the short term to underwrite any BARC and SCAN reference functions that stakeholders wanted continued.

To accomplish this new mission, it would be necessary to:

(1) define the nature of reference-related services provided by BARC, SCAN and the System Reference Centers;

(2) describe the major differences in reference services between BARC and SCAN and those of the System Reference Centers (e.g., unit cost, level of service);

(3) determine whether public libraries were willing to allocate scarce resources to provide statewide access; and

(4) involve key stakeholders in the discussions and in the development of recommendations.

All of these activities had to be accomplished within the original five month time frame of the study.

6. GROUP PROCESS

To accomplish the expanded mission of the study, a highly participatory group process was developed. Furthermore, it was very important to the success of the process for the consultant to work closely with the Select Committee, appointed by the State Librarian, and to meet with the key players. Over 70 people attended each of the focus group meetings and one of the two regional follow-up meetings, at their own expense.

The purpose of the focus groups and regional meetings was to inform participants at the same time that it actively involved them in making choices. The participants were asked to identify alternatives to the existing reference referral structure, to make decisions about how best to reallocate existing state funds in the absence of continuing LSCA subsidy of BARC and SCAN, and to consider a number of possible new organizational structures for delivering reference referral.

The consultant's role was to lead the process, synthesize the information generated through the process, summarize recommendations, and prepare a final report. The consultant served as facilitator during the entire study process, as well as the distiller of information about reference and reference referral. The conceptual framework and the vocabulary, which set the terms of the

deliberative process, were developed by the consultant and refined by those involved in the study process.

Since there were only five months in which to conduct and report on this study, it was essential to develop a highly structured process which would ensure a tangible outcome. The focus group format evolved during the course of the study, as described below, and was monitored in monthly meetings with members of the Select Committee.

6.1 Focus Group Meetings

The consultant held seven focus group meetings throughout the state in order to minimize participants' travel time and costs. Focus groups met during March and April 1986 at public libraries in Carlsbad, Oakland, San Francisco, Orange County, Santa Monica, Saratoga, and the Ramona Building, California State Library in Sacramento. Two members of the Select Committee attended each focus group. The size of the focus groups was kept to a maximum of 16 participants, in order to insure that there was an opportunity for all members of the group to be active participants in the group process (see Table 4 and Table 5).

The focus group meetings provided a way to: (1) present the objectives of the study; and (2) present and reach agreement on a conceptual framework for addressing a public policy problem; (3) equip key stakeholders with an agreed-upon vocabulary for discussing reference referral in the state; and (4) identify data needed to make decisions. Participants received a working paper, prepared by the consultant, in advance of each focus group. The working paper described the objectives and context of the study, and provided participants with a conceptual framework, a new vocabulary, and some working hypotheses to use in focus-group discussion.

A schematic drawing, showing the flow of questions through the hierarchy, provided a way to clarify how the existing structure functioned.[10] Both the schematic and the working paper were revised after each focus group meeting. In that way each subsequent focus group benefited from the comments made by preceding groups.

6.2 Regional Meetings

There were two regional meetings in May 1986 at Cerritos and Oakland Public Libraries. Participants were asked to advise on how best to provide back-up reference assistance to public libraries in the state, given the current level of state (CLSA) funding, and assuming that LSCA subsidy support of BARC and SCAN would no longer be available in the near term (gray sky scenario, limited to spending $1.5 million of CLSA funding), as well as given a more optimistic blue sky funding (no specified funding constraints).

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[10]This schematic diagram was discussed earlier.

TABLE 4

Regional Meeting - Cerritos
May 28, 1986

RANKING OF FUNCTIONS BY MODEL: Grey Sky Scenario

FUNCTION	PYRAMID	REGIONAL	SUPERMARKET
Question Answering 1	80%	75% ASP 10% Super 85%	70%
Education & Training 2	20%	10%	---
Special Resources 2	0%	5%	20% 15%
Education & Training 3	0%	0%	5% 10%
Quality Control 4	0%	0%	5%

Each group (Pyramid, Regional, and Supermarket) reached agreement on an estimated percentage of resources to be directed to each of the four functions. This ranking is reflected above. Note that "Education and Training" was selected #2 by the Pyramid and Regional groups and #3 by the Supermarket group.

TABLE 5

Regional Meeting - Oakland
May 30, 1986

RANKING OF FUNCTIONS BY MODEL: Grey Sky Scenario

FUNCTION		PYRAMID	REGIONAL	SUPERMARKET
Question Handling	1	70%	75%	60%
Education Training	2	20%	---	---
Special Resources	2	---	15%	---
Quality Control	2	---	---	20%
Education Training	3	10%	8%	10%
Special Resources	3	---	---	10%
Quality Control	4	-0-	2%	---
TOTAL		100%	100%	100%

Each group (Pyramid, Regional, and Supermarket) reached agreement on an estimated percentage of resources to be directed to the functions in their model. This ranking is reflected above, with each function appearing in the rank order given by each group.

At these two regional meetings, participants broke into three smaller groups. Each group was assigned one of the following three possible models for delivering reference referral in California: a pyramid model (hierarchical), a regional model, and a supermarket model. Each group was asked to discuss the merits of the model they had been assigned and to use their assigned model as a jumping off point for developing a workable organizational structure. They were asked to rank reference functions in order of funding priority, given the two different scenarios: blue sky and gray sky.

Because all participants had attended the focus group meetings, there was a common understanding of the task they had been assigned. They were able to draw on the conceptual framework and working hypotheses which they had refined in the focus group meetings. The fact that they shared a common vocabulary and a common set of definitions made it possible to speed the discussion and to reduce miscommunication. For obvious reasons, no newcomers were allowed to participate in the follow-up meetings.

While the final decision about organization structure and reallocation of funds rests with the CLSB and the State Librarian, respectively, the stakeholders realized that their views were being actively sought. The level of participation was extraordinary. By and large the tone was measured and the effort deliberative. There seemed to be a great willingness to come to grips with some important philosophical issues relating to such questions as whether there should be statewide access to reference resources, quality vs. quantity, and local control versus delegating responsibility. The participants also were willing to work within the structure of the process.

6.3 Participants

Many people participated in the study in a variety of ways. Some advised, some critiqued materials, some expressed concerns, some provided background information. There were several ways that individuals participated in the study process: by serving on the Select Committee on Super Reference, or the Ad Hoc Reference Committee; by participating in one of seven focus groups and one of two regional meetings; by serving as additional resource people to the consultant; and by responding to the request for data needed to fill information gaps. A description of the activities of each group is described below.

The Select Committee on Super Reference

The State Librarian appointed an advisory committee of five to work with the study consultant. Originally, the committee was called the Select Committee on Third Level Reference. When a new vocabulary was introduced during the study process, the Committee's name was changed to the Select Committee on Super Reference (to emphasize the content of reference referral rather than the physical structure). The Select Committee was composed of five highly respected librarians, each of whom served as head of their library, or library system: Clifford Lange, Director, Carlsbad City Library; Holly Millard, Director, The Metropolitan Cooperative Library System; Ursula Meyer, Director,

Stockton-San Joaquin County Public Library; Nan Vaaler, Director, Napa City-County Library; and Linda Wood, Director, Riverside City and County Public Library.

The Select Committee worked extremely hard and invested a tremendous amount of their time in educating the consultant about the background and nature of the issues. They reviewed all written materials and critiqued the study process and findings. In addition to meeting four times in Sacramento with the consultant (Gary Strong, the State Librarian, attended two of these meetings), they each attended at least one of the seven focus groups and one of the two regional meetings in May. They engaged in several lengthy conference calls with the consultant, and they communicated with the consultant frequently by telephone and through Ontyme, the electronic mail system. As a consequence of this intensive dialogue, the recommendations and the transition plan that appear in the beginning of this report have been submitted by the study consultant in conjunction with the Select Committee.

Ad Hoc Reference Committee

Because the Select Committee was composed of administrators, not reference experts, an Ad Hoc Reference Committee was appointed by the State Librarian to assist the study. Each of the three individuals who participated in the Ad Hoc Committee is highly respected by reference librarians working in public libraries in the state. Each has worked in either a System or a System Reference Center, or both at one time. All are now in other jobs. Therefore, they were able to look back dispassionately at their experiences with BARC and SCAN and with the System Reference Centers. The members of the Ad Hoc Reference Committee are:

> Pat Flowers, Head of Reference Services, Revera Library, University of California, Riverside (formerly, Reference Coordinator, Inland Library System);
>
> Debra Miller, Assistant County Librarian, San Diego County Library (formerly, System Director, Serra Library System and Reference Coordinator, South Bay Library System) ; and
>
> Virginia Short, Head of Humanities/Social Science Department, University Library, University of California, Davis (formerly, System Director Mountain Valley Library System as well as Reference Coordinator previously).

The Ad Hoc Reference Committee convened in San Diego to discuss whether (and if so, what) data should be collected that would give insights: (1) into the resources and capabilities of hosts, potential hosts, System Reference Centers, and BARC and SCAN; and (2) the nature and level of questions being handled by BARC and SCAN. It was decided that the study would benefit from data on (1), but that (2) was too difficult to evaluate retrospectively. The Ad Hoc Committee did briefly review the back-up documentation provided by BARC and SCAN on the 4,000 questions they answered in FY 1985. A summary of the findings appears in the Data Collection Section below.

Focus Group Participants

Participants, who were invited by the staff at the California State Library, were selected because they were key stakeholders and because they were knowledgeable about reference referral in the state of California. They fell into the following categories, as identified by the Select Committee at its first meeting in Claremont:

- All Members of the CLSB.
- The directors of the host libraries to BARC and SCAN: John Frantz, Director, San Francisco Public Library and Wyman Jones, Director, Los Angeles Public Library.
- The directors of BARC and SCAN: Faun McInnis and Evelyn Greenwald.
- The Reference Coordinators of the 17 System Reference Centers.
- Two Members from each of the 15 System Administrative Councils.
- Representatives of the California Congress of Public Library Systems (a group composed not only of some of the System Reference Centers, but also of reference librarians working in public libraries in the state).
- Representatives from the library of the California State Library.
- Representatives from the University of California, Berkeley and Los Angeles campuses.
- The members of both the Select Committee and the Ad Hoc Reference Committee.
- Selected public library reference staff.

A remarkably large number of people were able to attend both meetings, despite severe time constraints. Sixty-seven people attended both a focus group and a regional meeting. An additional 20 people attended one of the seven focus groups. Table 6 provides a tally of the number of participants at each of the focus groups and the two regional meetings.

Some of the individuals who participated in the study process are listed below. A complete list of attendees appears in an appendix in Volume II of the report.

TABLE 6: FOCUS GROUP AND REGIONAL MEETING LOCATIONS, DATE, AND NUMBER OF ATTENDEES

Location	Date	Number of Attendees
Focus Groups:		
Carlsbad	March 27	12
Oakland	April 9	10
San Francisco	April 11	8
Orange Co.	April 15	14
Santa Monica	April 16	12
Saratoga	April 22	9
Sacramento	April 23	14
	Total	79
Regional Meetings:		
Cerritos	May 28	30
Oakland	May 30	37
	Total	67

Reference Center staff:

Sixteen of the 17 System Reference Center Coordinators attended the focus groups, and two System Directors attended by special invitation (they were invited because they had made particularly thoughtful comments about how to change the organization structure of reference referral: Mark Park, Director, Mountain Valley Library System, and Pat Tarin, Director, Santiago Library System). It is also notable that each of the 15 Systems Administrative Councils sent their full allotment of two members of their Council to the focus group meetings.

CLSB Members:

John Armstrong; Christa Buswell, Library Service, Wadsworth Medical Center, U.S. Veterans Administration; Lois Clark, Medical Librarian, Long Beach Community Hospital; Nancy King, California State University, Los Angeles in the Department of Communications Studies; Janice Koyama, Head, Moffitt Undergraduate Library, University of California, Berkeley; and Hal Watson, Director, Pomona Public Library. Ms. King and Ms. Koyama also contributed an academic perspective, and Ms. Buswell and Ms. Clark a special library perspective because of their employment.

Library Staff of the California State Library:

Sheila Thornton, Chief, State Library Services Bureau, and Charlotte Harriss, Head, Public Services.

University of California Libraries, Berkeley and Los Angeles:

Rita Kane, Associate University Librarian, the University of California, Berkeley (UCB) and Gail Yokote, Associate Biomedical Librarian for Public Services, UCLA Biomedical Library. Joyce Koyama, while a member of the CLSB, also was able to bring her perspective as Head, Moffitt Undergraduate Library, UCB.

Additional Resource People

A number of additional resource people assisted in this study. These individuals contributed their time to discussing the study. They were:

- Nancy Van House, Assistant Professor at the University of California, Berkeley, who was the principal author of the 1981 King study on California Statewide Reference Referral Service.
- Twenty graduate students at the Graduate School of Library and Information Science, University of California, Berkeley (GLIS), enrolled in Professor Van House's graduate course on public library management, spring 1986.

- Reva Basch, the Director of Research at Information on Demand (IOD). IOD has been involved in at least two relevant studies, relating to reference delivery: the recent San Joaquin/BARC/IOD study and the 1983 experiment at the North Suburban (Illinois) Library System, which was reported in Library Journal.

- Charles Bunge, Professor, School of Library and Information Studies, University of Wisconsin-Madison, who is an expert on reference evaluation.

- Numerous librarians who took the time to write or call either the consultant or the members of the Select Committee.

Professor Van House provided comments on the methodology, on the working paper, and on the data collection instruments. She also provided the opportunity to meet with her class twice to pretest materials developed for the meeting with the Select Committee on the decision tree/critical path analysis and for the focus group meetings.

Several members of the class (Susan Elliott, Daniel Hersh, and Bill Trzeciak) coded data collected during the study in the two questionnaires, and Susan Elliott entered the data into computerized spreadsheets. Bill Trzeciak conducted a literature search to determine whether any research had been conducted on the sequence in which reference resources are used in question answering.

Reva Basch of IOD attended one of the sessions of Professor Van House's class in which the study process was being pretested. She was prepared to be of assistance had the Ad Hoc Reference Committee wanted help in evaluating the questions received by BARC and SCAN.

Professor Bunge, like Ms. Basch, stood ready to assist in evaluating BARC and SCAN questions, and suggested other experts in reference evaluation who might be useful if more help was needed.

A significant number of people took the time to discuss the study with the consultant in person, over the telephone, or by letter. In particular:

Wyman Jones, Director of the Los Angeles Public Library invested a tremendous amount of time brainstorming about the study with the consultant, and introducing the consultant to the resources housed at main library -- prior to the fire.

Pat Tarin, the Director of the Santiago Library System, engaged in several lengthy phone calls with the consultant throughout the study.

Susan Holmer, Gwen Cain, and Eleanor Schmidt, Reference Coordinators at Peninsula, Black Gold, and Metropolitan Cooperative Library Systems.

Lee White, Director of the Oakland Public Library.

A number of host library and System Reference Center staff were willing to play the role of recorder in the focus group and regional meetings. They were: Linda Banner, Rae Beverage, Linda Carroll, Renee Koontz, Leslie Nordby, Ann Sklensky, Jo Trotter, Donever Waters, and Rosemary Woodrow. Jim Henson, State Library Consultant assigned by the State Library to staff the project, served as a recorder five times over the nine meetings. He also provided liaison with the State Library, handled local arrangements and mailings, and identified the availability of data collected by the State Library.

7. ANALYTIC FRAMEWORK

7.1 Decision Tree and Critical Path Analysis

A technique involving the use of a decision tree and associated "critical path" analysis of decisions proved useful at the first meeting with members of the Select Committee and the State Librarian in Claremont. A decision tree is a streamlined flow chart that graphically portrays sequences of choices that lead to one or more decisions, depending on which branch or branches of the tree are taken. It highlights the variables that are involved and provides a tool for discussing the effect of trade-offs in making choices. The decision tree approach is also a useful tool for focusing the attention of decision makers on identifying data gaps. Variables can be added or deleted from the decision tree as a result of discussion by decision makers.

By using the decision tree, it became possible for the Select Committee to analyze the consequences of making choices. Assessing why a path was selected down the decision tree is called critical path analysis. The outcome of a critical path analysis is intended to produce decisions based on a clearer understanding of the issues and on an appreciation of the trade-offs. Using this tool, the members of the Select Committee identified additional information the key players would need in order to make informed choices.

Figure 3 shows the path that both BARC and SCAN took after their funding was frozen in 1981. Committee members and the State Librarian were able to see the shift in BARC's and SCAN's reference priorities. It became clear that both BARC and SCAN had maintained the level of their question-handling function at the expense of reducing the level of the other two reference-related functions: education and training, and developing specialized resources. Their response made it even harder to justify the use of LSCA funds, since it appeared that $900,000 were being spent to handle 4,000 questions.

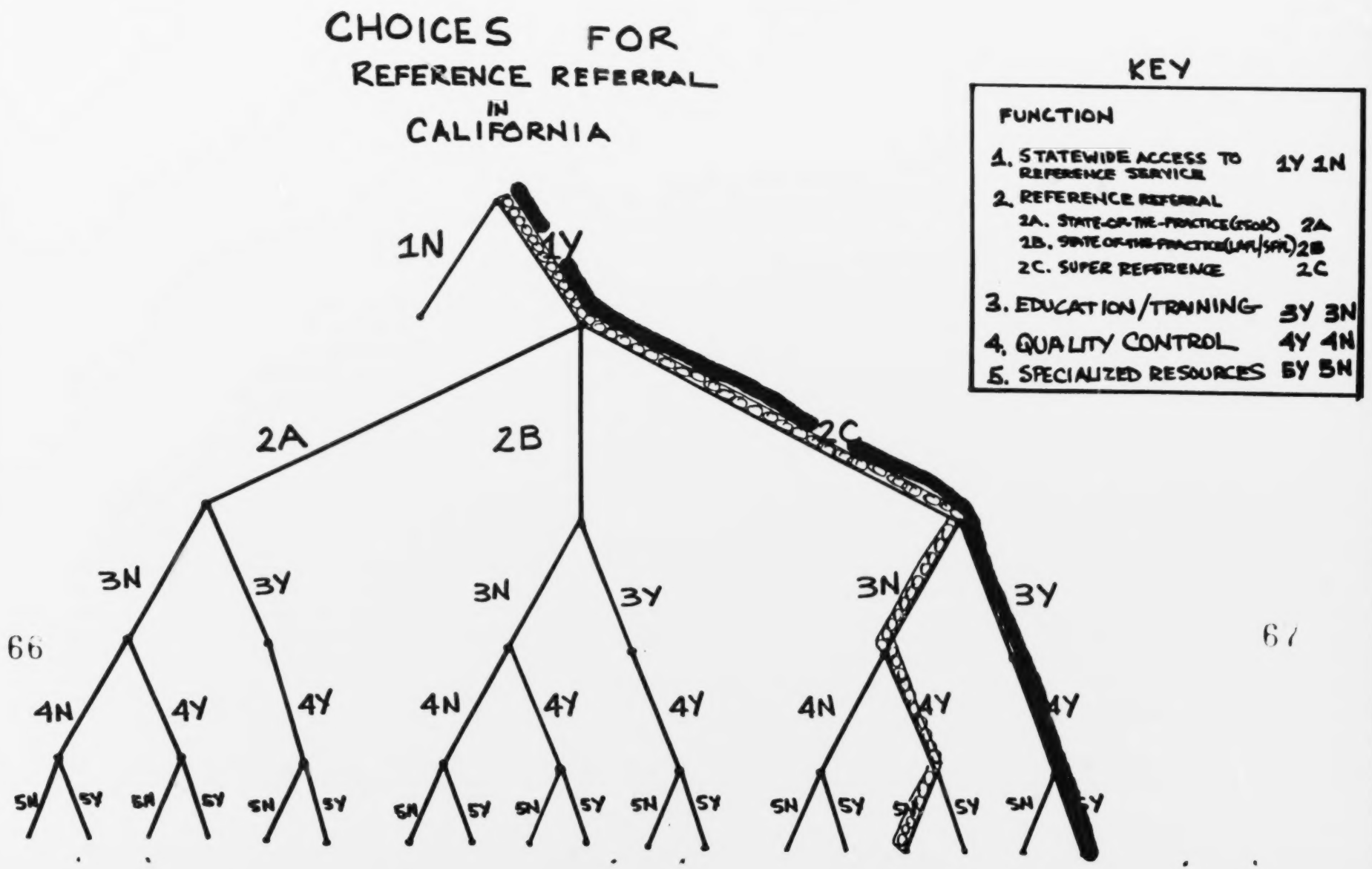
The decision tree/critical path analysis approach helped the members of the Select Committee to agree on the following issues:

(1) statewide access to mediated reference assistance was a top priority in order to make it possible for a patron to get equitable help in getting a reference question answered, regardless of geographic location, or local or regional resource sufficiency;

FIGURE 3

Golden Age of BARC and SCAN

BARC and SCAN now



(2) "Reference" assistance, as delivered by BARC and SCAN was not simply question handling, but rather was a cluster of functions, including question handling, education and training, developing specialized resources, and quality control;

(3) question handling was a very high priority, but so was education and training by BARC and SCAN because it would improve the quality of question handling at the System Reference Centers and, therefore, at the local public libraries, over the long term;

(4) developing specialized resources was an important function that was often a by-product of the question-handling function;

(5) the need for quality control was implicit in the other three functions, but probably did not need to be made explicit by developing formal standards; and

(6) levels of question handling needed to be defined and the nature of resources that went with each level described for illustrative purposes.

At the end of the meeting, the members of the Select Committee agreed on the categories of participants and desired number in each category (which are described above).

7.2 Models of Organization Structure

The minutes from the two regional meetings appear in Volume II of the report. The discussion here highlights the key points stressed during the regional meetings held in Cerritos on May 28 and in Oakland on May 30). Participants were presented with three possible models in two scenarios: blue sky (no funding constraints) and gray sky (limited to spending the existing $1.5 million of CLSA funds, which is currently allocated for reference-related services).

The three models were: (1) the pyramid model (hierarchical, with super reference at the top and Combined Reference Centers referring questions to the top); (2) the regional model without super reference, but with a few designated Augmented Reference Centers which would provide advanced-state-of-the-practice reference to the Combined Reference Centers; and (3) the supermarket model, which allowed libraries to go to wherever they chose to get information. Participants were told to use the data collected during the study and to refer to the working hypotheses as they discussed the merits of each of their models. They were free to switch to one of the other three models, or to combine models, provided they had discussed why the model they were assigned was not workable. They were asked to create a list of trade-offs which they considered when they discussed their model. They were also asked to rank the functions (see Tables 4 and 5).

The Augmented Regional Reference Center Model was the model of choice (in both the blue and gray sky scenarios) for most of the participants. Those who favored the Pyramid Model, in the gray sky scenario, assumed that less super

reference would be available, and more advanced-state-of-the-practice reference would be delivered. Indeed, all three groups, even in the blue sky scenario, opted for less super reference and more advanced-state-of-the-practice reference. However, there was strong support for maintaining some capacity for super reference, but at a reduced level.

There was also some strong interest in the supermarket model, especially at the Cerritos meeting. Following the meeting, a number of letters were sent to the consultant (from directors of libraries in the Los Angeles area) which spoke on behalf of the supermarket model. As envisioned, the model would allow libraries either to go to a designated regional center, or to any information provider for super reference, or advanced-state-of-the-practice reference. A reimbursement mechanism would be set up to compensate non-public library participants. In one scenario, an expediter at the State Library would handle the routing of questions to the appropriate resource.

The difficulties with the supermarket model as a major mechanism for providing reference referral are: (1) the number of potential providers is unknown, (2) the likelihood is that there would be a wide number of providers, making it difficult to monitor performance and predict costs, and (3) there would likely not be sufficient funds to support the Combined Reference Centers, violating the principle of statewide access. In any case, the other two models do not preclude a supermarket approach to supplement reference resources provided by the Combined Reference Centers.

In assigning priorities to reference functions, all the groups ranked question handling first and allocated between 60-80% of all funds to this function. Of that amount, most groups allocated only 10% of question handling funds to super reference, with the remainder allocated to advanced-state-of-the-practice and state-of-the-practice reference. The second ranked function was education and training, which had a slight edge on developing specialized resources in some cases (it was tied in several groups) for the use of the remaining 25% of the funds. Quality control was not identified as a separate function since it was incorporated into the delivery of question handling, education and training, and developing specialized resources. A description of the Augmented Regional Reference Center Model that the majority of participants supported follows.

Regional Reference Center Model (Gray Sky Scenario)

There would be fewer System Reference Centers than there are now. They would be located in strong host collections. They would be located predominantly, but not necessarily exclusively, in public libraries; they could also be in academic libraries, for example. There would be a high level of interaction between Centers. Willingness to reduce geographic proximity to the local libraries served by the Reference Center was traded of in return for access to stronger reference resources for question handling.

The following summarizes the regional group discussions of the Combined Reference Center functions:

o Question Handling:

Deliver advanced-state-of-the-practice question handling most of the time with a little super reference (around 10%) in addition.

Likely to have a specialized subject focus for question handling.

o Education and Training:

None; it would be left to the Systems.

o Developing Specialized Resources:

Develop the subject strengths of their collections to improve question handling in specialized subject areas.

Produce useful newsletters and finding tools on a subscription basis to cover the costs. A great concern for having such services as Barc Notes, Scan Updates, and Scannings continue, but on a subscription basis.

Maintain (and automate) specialized "info files."

Reference resources would be augmented by the existing multi-type networks that have been developed by Systems in some regions of the state. A reimbursement mechanism would be needed. The funds to compensate question handling by non-public libraries would either come from the local level as supplemental funding for extra service, or from the existing CLSA funds.

o Quality Control:

Incorporated into the other three functions above. Not explicit, but a concern which was expressed in terms of where the leadership for the system would lie, local control, communications and delivery, protocols for communications. Concern about turn-around time.

o Other Factors

The Systems would remain intact and continue to provide education and training and to develop specialized resources.

There will be costs (both time and money) associated with making change.

The pyramid model was perceived as having the most local control.

III. DATA COLLECTION AND ANALYSIS

This section discusses the need for data to analyze reference referral, the problems with past data gathering, and the surveys conducted as part of the study. Finally, there is a discussion of the survey results.

B. DATA NEEDS AND PROBLEMS

B.1 Evaluation of Questions Handled by BARC and SCAN

The Ad Hoc Reference Committee, at the request of the Select Committee, reviewed 4,000 questions received by BARC and SCAN in FY 1985. They determined that there was not enough information on the questions to evaluate whether they were "super reference" level questions, or lower level questions, i.e., garden variety, state-of-the-practice, or advanced-state-of-the-practice reference questions. Furthermore, it was apparent that the performance requirements, established by the CLSB in the CLSA regulations, created an incentive for System Reference Centers to refer questions to BARC and SCAN (i.e., turnaround 70% of questions within 10 working days, and answer 90% of questions referred from member libraries). There was no requirement that the questions referred needed to be at the super reference level.

The Ad Hoc Reference Committee concluded that the current hierarchical reference referral system and the variations in both local and system reference center resources (collections and staff) resulted in a variety of levels of questions being referred to BARC and SCAN. It was assumed, however, that the majority of questions were above the state-of-the-practice level. The Ad Hoc Committee members decided that it would be more productive to gather data on the types of resources being used to answer questions, and the costs of question handling than to look at the questions themselves. The Select Committee turned its attention to identifying what data should be collected in the course of the study. A description of these questionnaires appears below. Sample questionnaires appear in Volume II.

B.2 Definition Problems in Data Collection

It is worth noting that both the Peat Marwick and the King studies stressed the need for standardizing the collection of library data in California. While some improvements have been made since that time, there is still confusion in the field concerning what to count as a reference transaction, and how to count it (e.g., if it is incomplete, or took a long time to answer). The State Library asks all public libraries in the state to provide data annually on a number variables, including "Reference" and "ILL borrow," and "ILL lent." These data appear in the annual, California Library Statistics. It also asks BARC, SCAN and the systems to report on their reference transactions, but apparently without providing them with working definitions.

The State Library's definitions and instructions to the public libraries present problems. To begin with, the ILL count is "to include photocopies sent in lieu of ILL." But what if the photocopy is in response to an Interlibrary Reference (ILR) question? Should it be counted as an ILL, or as a reference question? Or both? Part of the problem here is that there are no instructions for ILR transactions, and, as a result, many reference librarians believe that ILL and ILR data are intermixed.

The second major problem is that the State's definition of reference stresses the "annual total of questions answered by reporting library." As has been made clear in this study, all questions are "handled" -- whether or not they are answered in part, in full, or not at all (e.g., the library has a policy that certain types of questions will not be answered). The reporting library is in the dark about how to count questions, given these important distinctions. To the State Library's credit, it does instruct that a negative response that is satisfactory to a patron should be counted as an answer.

Thirdly, there is the issue of double counting as a result of the reference referral process. By definition, reference referral suggests that more than one library has had a hand in handling any given referred question, but there are no instructions on how to count the effort invested in trying to answer the question by more than one library. What if the answer is provided by another source, as is often the case with questions referred to BARC and SCAN? Do the local public libraries and System Reference Centers take credit and add these answers to answers to other questions they were able to provide themselves? It may be appropriate to do so, but not without instructions.

All of these problems multiply when looking at the data collected by the System Reference Centers and by BARC and SCAN. Much of the controversy over the State Library's "Staff Study on Third Level Reference" was rightly centered on the way the State Library staff used data to arrive at conclusions and recommendations. Those who were concerned correctly perceived that the numerator and the denominator used to calculate productivity of each of the System Reference Centers and of BARC and SCAN were each arrived at independently of the other.

Evidently SCAN, and to some degree BARC (based on a conversation with Faun McInnis June 23, 1986), determine that what appears to be one referred question is really two or more questions, and count them as such. Consequently, BARC and SCAN reported that they handled 5,500 questions in FY 1985, and yet the System Reference Centers only report referring 4000 questions. Both figures are legitimate, but one must be careful in mixing them.

Had there been uniform reporting standards, the level of misunderstanding and the possibility of incorrect interpretation of the data could have been avoided.

8.3 Study Questionnaires

When the scope of the study expanded to include the System Reference Centers, the intent was to compare them with one another and with BARC and SCAN. The points of comparison that seemed likely to be most revealing were: (1) information on the cost of question handling at each of the 17 System Reference Centers; (2) information on the cost of question handling at BARC and at SCAN; and (3) the nature of the resources available for question handling at each System Reference Center and at BARC and SCAN. Unfortunately, none of this information was available without collecting original data.

As an example of the problems of computing comparative data on the cost of question handling, consider the following example. BARC and SCAN estimated that it cost them roughly $150 per answer exclusive of indirect costs. Information on Demand, a Berkeley-based information broker, arrived at nearly the same figure for its services exclusive of indirect costs, as well. But BARC and SCAN's calculations appeared to have been based on assigning all their costs to the question handling function when, in fact, they invested significant time and resources in providing implicit quality control for question handling, in doing some education and training, and in developing some specialized resources.

Since question handling is an art and not a science, we had no way of comparing the quality of the answers, or the attempt to provide answers, provided by each System Reference Center and by BARC and SCAN. Yet we had been told that the Reference Centers were so different that it would be difficult to generalize about them. It seemed appropriate, therefore, to determine what made them so different, apart from their geographic location and the tremendous variations in wealth of the local jurisdictions, region by region, in California.

Consequently, it was important to find out what mix of staff were being used at each of the 19 locations (including BARC and SCAN), what level of education they had obtained, years of experience at their present job, and prior relevant experience, such as number of years working for the host and therefore mastering the host's collection. We also wanted similar information about the host's own reference staff, since they represent reference resources available for consultation by the System Reference Centers as well.

We also wanted to know about the other reference resources at the host's central location, including the size and rate of growth of the reference collection, the periodical collection, the government documents collection, and the general collection. We also wanted to know whether data base searching and use of telephone for inquiry were available and considered part of the hosts' reference resources.

Unfortunately, the annual statistics collected by the California State Library on public library collections reports aggregate data for the entire public library system. We wanted to know the extent of resources readily available at the central location to the 17 Reference Centers and to BARC and SCAN who were housed there.

The only way to assign costs properly to question handling was to design a questionnaire to send to the 17 Reference Centers and to BARC and SCAN. The same was true for learning about the resources available at the hosts' central location. Although the study consultant had stated explicitly in the January 1986 proposal to the California State Library, that the physical collection of data was outside the scope of the proposal, it was evident that decision making would be greatly improved were these data available.

Consequently, two questionnaires were produced and mailed out in April to the 17 Reference Centers, to BARC and SCAN, to the 18 host libraries, and to 27 potential hosts (i.e. libraries, who reported in the 1985 California Library Statistics that their system had 400,000 volumes or more). These potential hosts seemed likely candidates to have strong reference resources located in a central location. It seemed worth while to take a look at other libraries whose collections might be as strong or stronger than those at an existing host.

Fortunately, the consultant was ably assisted in drafting the questionnaires by the three members of the Ad Hoc Reference Committee, who met for one full day in San Diego to discuss data collection and analysis. Members of the Select Committee and several of the participants at the focus group meeting in Santa Monica also critiqued the draft questionnaires. Because of the State Library's rigid timetable for the study, there was not sufficient time available to pretest the questionnaires.

In the cover letter to the questionnaire, we attempted to reassure respondents. We stated that we understood that some of the data they reported would be "soft" (i.e. based on estimates), either because they had so little time to complete the survey, or because the data we requested were not ordinarily collected. We explained that the value of the data was to get a sense of the order of magnitude of costs and reference resources, in order to improve the decision making of participants in the study process. Precision was much less important, since even errors of 10-15% were unlikely to affect any given respondent's ranking, when compared to other respondents.

In an extraordinary show of commitment, everyone completed their survey form. Furthermore, they all met the severe time constraint which gave them less than two weeks in which to respond. No pollster could have hoped for such a response rate. Questionnaires were sent to:

- All 17 of the System Reference Centers and BARC and SCAN.
- All 17 of the Hosts in which the System Reference Centers are based. MOBAC requested that Salinas Public Library be designated as their host, although MOBAC is based in Monterey Peninsula College. North State requested that we also include California State University, Chico, because they were considering using this campus as a host in the future.
- 27 Potential Hosts received questionnaires. Sixteen had central collections with an estimated combined general and reference collection of over 100,000 volumes. They had on average over one thousand per-

iodical titles, some had government documents and data base searching. These were considered potential hosts. California State University, Chico, has been included as a potential host at the request of North State Cooperative Library System which has been experimenting with using that collection as a reference resource.

- o Eleven potential host libraries were excluded either because they had no central collection, because the collection was too small to be considered, or because the collection was limited to one subject (as was the case with branch collections reported by Los Angeles County Public Library and Oakland Public Library). In the case of these special collections, they should certainly be included in any study of specialized collections in the state.

Sample copies of the two questionnaires appear in Volume II. A complete set of tables reporting on the data appears in an Appendix to Volume I. Table 2 lists host libraries and Table 3 lists potential hosts.

9. SURVEY DATA

The following discussion provides a brief description of Survey Tables I to IX, which summarize the data from the questionnaires.

Survey Table I: Detailed Expenditures by Functional Categories: Reference Centers, BARC, and SCAN (FY 1985):

Table I is in fact 17 tables which display data reported by each of the Reference Centers on the matrix on page six of the survey questionnaire. These data are used to create Survey Tables II,III and VI.

Survey Table II: Allocation of Expenditures by Reference Function (FY 1985): Reference Centers/BARC/SCAN:

These data summarize actual expenditures, not budget projections. The total system expenditures come to $1,608,500, which is $57,868 more than reported in Table I above. Note that North State is broken down into three separate entries (Butte, Eureka, and Shasta), since North State has three separate centers and three separate hosts.

Compare column 2 with column 1 to determine how much was spent for the question answering function vs. the total expenditure both by system and for all 17 Reference Centers. For example, MCLS spent $155,500 on question handling out of a total expenditure of $240,100). Column 6, shows what percentage question handling (QH) is of the total (100%) of the four functions listed in columns 6-9 (example QH constitutes 64.8% of MCLS' total expenditures). It is possible to make the same kind of dollar comparison for each of the other functions (columns 3, 4, and 5) in each System and the shares of expenditures made in each Reference Center for each function. For example MCLS spends $20,100 on E&T, or 8.4% of its last year's total expenditures.

Secondly, by adding up all the columns, it is possible to compare total dollars and percent shares to the information reported by BARC and SCAN at the bottom of the table. These data provide an insight into the way existing dollars are currently being allocated. The $1,608,500 total expenditures for the systems broken down by percentage shares (columns 6-9) come to 63.5% for Question Handling(QH) 9.4% for Education and Training and Quality Control (E&T), 9.7% for Developing Specialized Resources (DSR), and 17.3% for All Other (which includes Service to the Underserved).

Survey Table III: Question Handling Comparisons (FY 1985): Reference Centers/BARC/SCAN

This table is important because it provides unit cost per question received, arrayed by system (column 6) and ranked (column 11). It show how each system ranks in terms of questions received (column 7, which is based on column 1).

In the rankings that appear in columns 7-11, in order to make it possible to compare ranks across columns, ties are scored by adding the tie scores, and dividing by the number of ties to get the average rank, which is assigned to all the ties, and then skipping to the next number not used in creating the average to resume ranking. For example, if there are two scores of 2, you add the scores which are 2 + 3, divide by 2, assign 2.5 to each, and then resume numbering other scores by starting with 4).

Survey Table IV. Profiles All Staff: Reference Centers/BARC/SCAN (FY 1986)

This table gives some feeling for the skill base at the system reference centers. Column 1 shows the total number of staff and columns 3-6 shows the composition of staff working in the reference center in each system in percentage terms across columns (to total 100% for each system): professionals (full time and part time) and support (full time and part time). Column 2 shows how many of the total in column 1 are professionals. Columns 7-8 give information on the average years of experience for the professionals listed in column 1. The breakdown is "reference experience" column 7, the combined average years of experience in the H(ost) and RC (Reference Center). There may be a trade off between experience and staff staying too long, becoming too costly because of seniority, stagnating, and becoming set in their ways. As in the tables above, it is important to look at the averages for each column which summarize the 17 systems and then compare these averages with BARC and SCAN data at the bottom of the table.

Survey Table V: Staff Profile of Professionals: Reference Centers/BARC/SCAN (FY 1986)

This table takes a closer look at the professionals and tries to get at several important elements; the amount of training. i.e., how professional (column 4) and column 5 which shows advanced degrees above the MLS, which

might equate to "expertise." The data on years of experience, arrayed in Survey Table IV, is carried over here (columns 6-8).

Survey Table VI: Question Handling Statistics, Staff and Costs: Reference Centers/BARC/SCAN (FY 1985)

This table shows the number of questions received that each professional staff person handles (column 5), as well as the number of questions answered by each staff (column 9). This way we can arrive at a concept of "load," i.e., how many questions each professional can handle. This, of course, does not give us any idea about quality of the answer, but we have largely side stepped this issue, and address it only via host resources available and experience and educational level of Reference Center staff. It is interesting to see that the average # of questions for all systems, handled by professional staff comes to 1,569, as compared to an average of 711 for BARC and SCAN.

Survey Table VII: Host/Potential Host Libraries (Map)

This is a map showing the physical location of hosts and potential hosts in California (prepared by James Henson, California State Library).

Survey Table VIII: Total Collection and Staff: Host Libraries (FY 1985)

The motivation for gathering these data (and Table IX, which follows) was to assess the strength (i.e., expressed in numbers of volumes or items) of reference resources available to the System Reference Center at the host's, or potential host's center. Note that the data on collections and expenditures at the central location are mostly soft (i.e., estimated). The California State Library does not ask libraries to report data for a single central location; data are reported for the entire system. Nonetheless, the data provide orders of magnitude for each central location and make it possible to comparable one host collection with another. Bear in mind that the definition of total collection is: the sum of the general collection, reference collection, periodical titles, government documents, and staff FTEs.

Survey Table IX: Total Collection and Staff: Potential Host Libraries (FY 1985)

Potential host libraries were selected by sending questionnaires to all libraries that reported total holdings of 400,000 volumes, or more, in California Library Statistics, 1985 and were not already hosts (400,000 volumes was chosen as a cut off by James Henson, California State Library, based on the Ad Hoc Reference Committee's and the Study Consultant's request to identify those public libraries which were likely to have large central collections). The intent was to identify some libraries with large reference resources in a central location which might serve as hosts in the future.

As was true with the hosts, the data on collections and expenditures at the central location are mostly "soft" (i.e., estimated), since the California State Library does not ask libraries to report for a single location, but rather to report data for the entire system. Nonetheless, the data give orders of magnitude for each central location and make it possible to compare potential host collections with existing host collections (by comparing tables VIII and IX). The list of potential hosts to whom questionnaires were sent appears as Table 3. The data from starred libraries were not analyzed because the collection was either too small, or there was no central location (i.e. some county library systems do not have one collection that serves as the "main" collection).

TABLE OF SURVEY TABLES

Survey Tables on Reference Centers, BARC and SCAN:

Survey Table I: Detailed Expenditures by Functional Categories (FY 1985)

Survey Table II: Allocation of Expenditures by Reference Function (FY 1985)

Survey Table III: Question Handling Comparisons (FY 1985)

Survey Table IV: Profiles - All Staff (FY 1985)

Survey Table V: Staff Profiles, Professionals (FY 1986)

Survey Table VI: Question Handling Statistics, Staff and Costs (FY 1985)

Survey Tables on Hosts and Potential Hosts:

Survey Table VII: Host/Potential Host Libraries (Map)

Survey Table VIII: Total Collection and Staff: Host Libraries (FY 1985)

Survey Table IX: Total Staff and Collection: Potential Hosts (FY 1985)

SURVEY TABLE 1:

Detailed Expenditures by Functional Categories:

Reference Centers, BARC, and SCAN

(FY 1985)

Notes:

Staff Costs were allocated to functional categories using the shares of staff time allocated to each activity, as reported on page 6 of the survey questionnaire. Other direct costs were allocated according to reported shares. Indirect costs were allocated according to average shares of all direct costs.

BALIS

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 51.7	$ 42.9	$ 2.1	$ 1.0	$ 1.0	$ 4.7
5. Contract labor	32.0	.0	.6	.0	1.6	29.8
6. Support staff	12.0	3.0	.4	3.0	.1	5.5
III. Other direct costs						
Data-base searching						
8. Total costs	1.7	1.7	.0	.0	.0	.0
9. Telephone	2.0	1.6	.1	.1	.1	.1
10. Reference materials	.4	.4	.0	.0	.0	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	.4	.4	.0	.0	.0	.0
11. Supplies and equipment	6.3	3.1	1.9	.6	.6	.0
12. Other	4.2	2.5	.8	.2	.6	.0
SUBTOTAL	110.2	55.2	5.9	5.0	4.2	40.0
IV. Indirect costs	.0	.0	.0	.0	.0	.0
V. Total expenditures	$ 110.2	$ 55.2	$ 5.9	$ 5.0	$ 4.2	$ 40.0

Black Gold Information Center

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 56.0	$ 28.0	$ 8.4	$ 2.8	$ 4.2	$ 12.6
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	18.9	11.3	1.9	.9	.9	3.8
III. Other direct costs						
Data-base searching						
8. Total costs	3.2	2.9	.1	.1	.1	.0
9. Telephone	4.5	2.5	.2	.0	.5	1.4
10. Reference materials	2.0	2.0	.0	.0	.0	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	2.0	2.0	.0	.0	.0	.0
11. Supplies and equipment	11.6	4.6	1.2	1.2	1.2	3.5
12. Other	1.0	.1	.1	.1	.1	.6
SUBTOTAL	97.2	51.4	11.9	5.1	7.0	21.8
IV. Indirect costs	.0	.0	.0	.0	.0	.0
V. Total expenditures	$ 97.2	$ 51.4	$ 11.9	$ 5.1	$ 7.0	$ 21.8

49-99 Cooperative Library System

		Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II.	Direct salaries & benefits						
4.	Professional employees	$35.8	$32.3	$1.4	$1.1	$.0	$1.1
5.	Contract labor	.0	.0	.0	.0	.0	.0
6.	Support staff	21.0	19.3	.8	.0	.0	.8
III.	Other direct costs						
	Data-base searching						
8.	Total costs	.9	.9	.0	.0	.0	.0
9.	Telephone	2.4	2.2	.2	.0	.0	.0
10.	Reference materials	6.1	.0	.0	6.1	.0	.0
	10b For host collection	5.6	.0	.0	5.6	.0	.0
	10c For center collection	.5	.0	.0	.5	.0	.0
11.	Supplies and equipment	1.0	1.0	.0	.0	.0	.0
12.	Other	.0	.0	.0	.0	.0	.0
	SUBTOTAL	67.2	55.6	2.6	7.2	.0	1.9
IV.	Indirect costs	3.6	3.0	.1	.4	.0	.1
V.	Total expenditures	$70.8	$58.6	$2.7	$7.5	$.0	$2.0

Inland Library System

		Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II.	Direct salaries & benefits						
4.	Professional employees	$69.6	$52.2	$4.2	$4.2	$.0	$9.1
5.	Contract labor	.0	.0	.0	.0	.0	.0
6.	Support staff	16.0	14.4	.0	.0	.0	1.6
III.	Other direct costs						
	Data-base searching						
8.	Total costs	2.0	2.0	.0	.0	.0	.0
9.	Telephone	5.0	2.3	.8	.1	.0	2.0
10.	Reference materials	9.0	.0	.0	.0	.0	.0
	10b For host collection	9.0	.0	.0	.0	.0	.0
	10c For center collection	.0	.0	.0	.0	.0	.0
11.	Supplies and equipment	3.1	2.7	.2	.2	.0	.0
12.	Other	5.6	4.9	.3	.3	.0	.0
	SUBTOTAL	110.3	78.5	5.5	4.8	.0	12.6
IV.	Indirect costs	1.6	1.1	.1	.1	.0	.2
V.	Total expenditures	$111.9	$79.6	$5.6	$4.8	$.0	$12.8

MCLS

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 178.4	$130.2	$16.1	$10.7	$12.5	$ 8.9
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	23.4	15.2	2.3	4.7	1.2	.0
III. Other direct costs						
Data-base searching						
8. Total costs	6.5	.0	.0	.0	.0	.0
9. Telephone	7.8	6.5	.2	.2	.8	.2
10. Reference materials	16.5	.5	.0	.0	16.0	.0
10b For host collection	16.0	.0	.0	.0	16.0	.0
10c For center collection	.5	.5	.0	.0	.0	.0
11. Supplies and equipment	4.5	2.3	.9	.9	.5	.0
12. Other	3.0	.9	.6	.3	1.2	.0
SUBTOTAL	240.1	155.5	20.1	16.7	32.1	9.1
IV. Indirect costs	.0	.0	.0	.0	.0	.0
V. Total expenditures	$ 240.1	$155.5	$ 20.1	$ 16.7	$ 32.1	$ 9.1

MDBAC

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 39.2	$ 17.6	$ 7.8	$ 5.9	$ 3.9	$ 3.9
5. Contract labor	6.7	6.7	.0	.0	.0	.0
6. Support staff	4.0	.0	.8	.8	.4	2.0
III. Other direct costs						
Data-base searching						
8. Total costs	1.4	1.4	.0	.0	.0	.0
9. Telephone	1.0	.5	.0	.0	.0	.5
10. Reference materials	3.1	1.4	.0	1.4	.3	.0
10b For host collection	1.0	.5	.0	.5	.1	.0
10c For center collection	2.1	1.0	.0	1.0	.2	.0
11. Supplies and equipment	3.0	.3	1.2	1.2	.3	.0
12. Other	6.1	2.4	2.7	.9	.0	.0
SUBTOTAL	64.5	30.4	12.6	10.2	4.9	6.4
IV. Indirect costs	1.0	.5	.2	.2	.1	.1
V. Total expenditures	$ 65.5	$30.9	$12.8	$ 10.4	$ 5.0	$ 6.5

MVLS: Mountain Valley Information Center

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 62.7	$45.5	$ 7.5	$.0	$ .0	$ 9.7
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	16.7	15.0	.8	.0	.0	.8
III. Other direct costs						
Data-base searching						
8. Total costs	3.8	3.8	.0	.0	.0	.0
9. Telephone	2.0	1.8	.1	.0	.0	.1
10. Reference materials	1.9	.0	.0	.0	.0	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	1.9	.0	.0	.0	.0	.0
11. Supplies and equipment	3.4	1.7	.9	.0	.0	.9
12. Other	12.5	2.5	6.3	.0	.0	3.8
SUBTOTAL	103.0	70.3	15.6	.0	.0	15.3
IV. Indirect costs	1.6	1.1	.2	.0	.0	.2
V. Total expenditures	$ 104.6	$ 71.4	$15.8	$.0	$.0	$15.5

North Bay Cooperative Library System

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 46.8	$ 28.1	$ 4.7	$ 2.3	$ 4.7	$ 7.0
5. Contract labor	2.2	.0	2.2	.0	.0	.0
6. Support staff	10.2	7.7	.0	.5	.5	1.5
III. Other direct costs						
Data-base searching						
8. Total costs	5.6	5.3	.1	.1	.1	.0
9. Telephone	2.4	1.2	.5	.2	.2	.2
10. Reference materials	11.1	10.6	.1	.3	.1	.0
10b For host collection	9.1	9.1	.0	.0	.0	.0
10c For center collection	2.0	1.5	.1	.3	.1	.0
11. Supplies and equipment	16.0	4.6	3.0	1.3	3.7	3.4
12. Other	.9	.0	.0	.0	.9	.0
SUBTOTAL	95.2	57.5	10.6	4.7	10.2	12.2
IV. Indirect costs	3.6	2.2	.4	.2	.4	.5
V. Total expenditures	$98.8	$59.7	$ 11.0	$ 4.9	$10.6	$ 12.6

North State-Butte

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 28.7	$ 17.8	$ 3.7	$ 2.3	$ .0	$ 4.9
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	7.7	7.0	.8	.0	.0	.0
III. Other direct costs						
Data-base searching						
8. Total costs	2.5	2.5	.0	.0	.0	.0
9. Telephone	1.3	.1	.7	.0	.0	.5
10. Reference materials	5.4	5.4	.0	.0	.0	.0
10b For host collection	5.4	5.4	.0	.0	.0	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	1.4	.6	.1	.1	.0	.7
12. Other	1.0	.0	1.0	.0	.0	.0
SUBTOTAL	48.1	33.4	6.2	2.4	.0	6.1
IV. Indirect costs	5.1	3.5	.7	.2	.0	.6
V. Total expenditures	$ 53.2	$ 36.9	$ 6.9	$ 2.6	$ .0	$ 6.8

North State-Eureka

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 1.3	$ 1.3	$ .0	$ .0	$ .0	$ .0
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	1.1	1.1	.0	.0	.0	.0
III. Other direct costs						
Data-base searching						
8. Total costs	.0	.0	.0	.0	.0	.0
9. Telephone	1.3	1.3	.0	.0	.0	.0
10. Reference materials	5.4	5.4	.0	.0	.0	.0
10b For host collection	5.4	5.4	.0	.0	.0	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	1.4	1.4	.0	.0	.0	.0
12. Other	.4	.0	.4	.0	.0	.0
SUBTOTAL	10.9	10.6	.4	.0	.0	.0
IV. Indirect costs	1.7	1.7	.1	.0	.0	.0
V. Total expenditures	$ 12.7	$ 12.2	$ .4	$ .0	$ .0	$ .0

North State-Shasta

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 22.9	$ 13.7	$1.1	$ 1.1	$ .0	$ 6.9
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	4.9	3.0	.5	1.5	.0	.0
III. Other direct costs						
Data-base searching						
8. Total costs	1.3	.6	.0	.0	.0	.7
9. Telephone	1.3	.1	.7	1.3	.0	.5
10. Reference materials	5.4	5.3	.1	.0	.0	.0
10b For host collection	5.4	5.3	.1	.0	.0	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	1.4	.6	.1	.1	.0	.7
12. Other	1.0	.0	1.0	.0	.0	.0
SUBTOTAL	38.2	23.3	3.4	4.0	.0	8.8
IV. Indirect costs	6.9	4.2	.6	.7	.0	1.6
V. Total expenditures	$ 45.1	$ 27.5	$ 4.1	$ 4.7	$ .0	$ 10.4

PLS: Peninsula Library System

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 34.5	$ 20.7	$6.9	$ 3.5	$ .0	$ 3.5
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	10.7	7.0	2.1	1.1	.0	.5
III. Other direct costs						
Data-base searching						
8. Total costs	3.5	2.8	.2	.0	.5	.0
9. Telephone	.5	.3	.1	.1	.0	.1
10. Reference materials	10.0	5.0	.0	2.5	2.5	.0
10b For host collection	10.0	5.0	.0	2.5	2.5	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	5.2	3.6	1.0	.5	.0	.0
12. Other	.8	.0	.0	.0	.0	.0
SUBTOTAL	65.2	39.4	10.3	7.6	3.0	4.1
IV. Indirect costs	1.3	.8	.2	.2	.1	.1
V. Total expenditures	$ 66.5	$ 40.2	$ 10.5	$ 7.7	$ 3.1	$ 4.2

SJVLS: San Joaquin Valley Library System

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$62.4	$46.8	$5.6	$5.0	$.0	$5.0
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	32.1	13.8	2.2	12.2	.0	3.9
III. Other direct costs						
Data-base searching						
8. Total costs	2.9	2.8	.1	.0	.0	.0
9. Telephone	2.5	2.3	.1	.1	.0	.0
10. Reference materials	8.9	8.9	.0	.0	.0	.0
10b For host collection	1.4	1.4	.0	.0	.0	.0
10c For center collection	7.5	7.5	.0	.0	.0	.0
11. Supplies and equipment	6.0	3.0	.9	1.8	.0	.3
12. Other	15.3	11.2	.8	2.6	.0	.8
SUBTOTAL	130.1	88.7	9.8	21.7	.0	9.9
IV. Indirect costs	6.0	4.1	.5	1.0	.0	.5
V. Total expenditures	$136.1	$92.8	$10.2	$22.7	$.0	$10.4

Santiago Library System (OCPL)

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$33.9	$30.2	$3.4	$.0	$.0	$.3
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	.0	.0	.0	.0	.0	.0
III. Other direct costs						
Data-base searching						
8. Total costs	13.1	13.1	.0	.0	.0	.0
9. Telephone	.5	.5	.0	.0	.0	.0
10. Reference materials	.0	.0	.0	.0	.0	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	.7	.6	.1	.0	.0	.0
12. Other	.2	.2	.0	.0	.0	.0
SUBTOTAL	48.4	44.5	3.5	.0	.0	.3
IV. Indirect costs	1.4	1.3	.1	.0	.0	.0
V. Total expenditures	$49.8	$45.8	$3.6	$.0	$.0	$.4

Serra

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$103.0	$61.8	$10.3	$10.3	$15.5	$5.2
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	17.0	14.5	.0	.0	.9	1.7
III. Other direct costs						
Data-base searching						
8. Total costs	2.0	1.8	.1	.1	.0	.0
9. Telephone	18.0	16.2	.0	.0	.0	1.8
10. Reference materials	1.0	.5	.0	.0	.5	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	1.0	.5	.0	.0	.5	.0
11. Supplies and equipment	5.8	5.2	.0	.0	.0	.6
12. Other	8.7	7.8	.0	.0	.0	.9
SUBTOTAL	155.5	107.8	10.4	10.4	16.8	10.1
IV. Indirect costs	16.7	11.6	1.1	1.1	1.8	1.1
V. Total expenditures	$172.2	$119.4	$11.5	$11.5	$18.6	$11.2

South Bay

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$44.2	$19.9	$8.8	$6.6	$4.4	$4.4
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	15.7	3.9	3.9	3.9	1.6	2.4
III. Other direct costs						
Data-base searching						
8. Total costs	1.5	1.4	.1	.1	.0	.0
9. Telephone	2.4	1.4	.3	.3	.2	.1
10. Reference materials	.8	.7	.0	.0	.0	.1
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	.8	.7	.0	.0	.0	.1
11. Supplies and equipment	5.0	1.5	1.5	1.5	.2	.2
12. Other	8.2	1.6	2.1	2.1	.4	2.1
SUBTOTAL	77.7	30.4	16.7	14.5	6.9	9.3
IV. Indirect costs	.0	.0	.0	.0	.0	.0
V. Total expenditures	$77.7	$30.4	$16.7	$14.5	$6.9	$9.3

South State

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ .0	$ .0	$ .0	$ .0	$ .0	$ .0
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	7.7	.0	1.9	3.9	1.9	.0
III. Other direct costs						
Data-base searching						
B. Total costs	4.9	4.9	.0	.0	.0	.0
9. Telephone	.0	.0	.0	.0	.0	.0
10. Reference materials	49.5	49.5	.0	.0	.0	.0
10b For host collection	49.5	49.5	.0	.0	.0	.0
10c For center collection	.0	.0	.0	.0	.0	.0
11. Supplies and equipment	.0	.0	.0	.0	.0	.0
12. Other	33.9	.0	.0	33.9	.0	.0
SUBTOTAL	96.0	54.4	1.9	37.8	1.9	.0
IV. Indirect costs	.2	.1	.0	.1	.0	.0
V. Total expenditures	$ 96.2	$ 54.5	$ 1.9	$ 37.8	$ 1.9	$ .0

Bay Area Reference Center (BARC)

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 300.5	$159.3	$54.1	$ 57.1	$.0	$ 30.1
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	59.5	28.6	4.2	19.6	.0	7.1
III. Other direct costs						
Data-base searching						
8. Total costs	11.8	11.2	.1	.4	.0	.1
9. Telephone	5.8	3.5	.9	.9	.0	.6
10. Reference materials	1.1	.8	.1	.1	.0	.1
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	1.1	.8	.1	.1	.0	.1
11. Supplies and equipment	18.3	11.0	1.8	4.6	.0	.9
12. Other	4.1	3.1	.4	.2	.0	.4
SUBTOTAL	401.1	217.4	61.6	82.8	.0	39.3
IV. Indirect costs	20.1	10.9	3.1	4.2	.0	2.0
V. Total expenditures	$ 421.2	$228.3	$ 64.7	$ 87.0	$.0	$ 41.2

Southern California Answering Network (SCAN)

	Total (1)	Question Answering (2)	Education, Training, Qual Con (3)	Develop Specialized Resources (4)	Serving Under-served (5)	All Other (6)
II. Direct salaries & benefits						
4. Professional employees	$ 341.8	$ 218.8	$ 17.1	$ 58.1	$.0	$ 47.9
5. Contract labor	.0	.0	.0	.0	.0	.0
6. Support staff	25.2	20.2	.0	5.0	.0	.0
III. Other direct costs						
Data-base searching						
8. Total costs	6.1	.0	.0	.0	.0	.0
9. Telephone	6.3	6.2	.0	.0	.0	.1
10. Reference materials	3.0	3.0	.0	.0	.0	.0
10b For host collection	.0	.0	.0	.0	.0	.0
10c For center collection	3.0	3.0	.0	.0	.0	.0
11. Supplies and equipment	20.4	17.3	.4	2.0	.0	.6
12. Other	.0	.0	.0	.0	.0	.0
SUBTOTAL	402.8	265.4	17.5	65.2	.0	48.6
IV. Indirect costs	32.2	21.2	1.4	5.2	.0	3.9
V. Total expenditures	$435.0	$ 286.6	$18.9	$70.4	$.0	$ 52.5

Survey Table II: Allocation of Expenditures by Reference Function: Reference Centers, BARC, SCAN (FY 1985)

System Name	(1) Total Expend	(2) Question Handling	(3) Education, Training, Dual Con	(4) Develop Specialized Resources	(5) All Other	(6) Question Handling	(7) Education Training Dual Con	(8) Develop Specialized Resources	(9) All Other
	($ Thousands)					(Percent Shares)			
BALIS	$110.2	$55.2	$5.9	$5.0	$44.2	50.1%	5.3%	4.5%	40.1%
BLACK GOLD	97.2	51.4	11.9	5.1	28.8	52.9	12.2	5.2	29.6
49-99	70.8	58.6	2.7	7.5	2.0	82.7	3.8	10.7	2.8
INLAND	111.9	79.6	5.6	4.8	21.9	71.1	5.0	4.3	19.6
MCLS	240.1	155.5	20.1	16.7	47.7	64.8	8.4	7.0	19.9
MOBAC	65.5	30.9	12.8	10.4	11.5	47.1	19.5	15.8	17.6
MVLS	104.6	71.4	15.8	.0	17.4	68.2	15.1	.0	16.7
NORTH BAY	98.8	59.7	11.0	4.9	23.2	60.4	11.1	5.0	23.5
NORTH STATE-BUTTE	53.2	36.9	6.9	2.6	6.8	69.4	12.9	4.9	12.8
NORTH STATE-EUREKA	12.7	12.2	.4	.0	.0	96.5	3.2	.0	.3
NORTH STATE-SHASTA	45.1	27.5	4.1	4.7	8.9	60.9	9.0	10.5	19.6
PLS	66.5	40.2	10.5	7.7	8.1	60.4	15.8	11.6	12.1
SJVLS	136.1	92.8	10.2	22.7	10.4	68.2	7.5	16.7	7.6
SANTIAGO	49.8	45.8	3.6	.0	.4	92.1	7.2	.0	.7
SERRA	172.2	119.4	11.5	11.5	29.8	69.3	6.7	6.7	17.3
SOUTH BAY	77.7	30.4	16.7	14.5	16.2	39.1	21.5	18.6	20.8
SOUTH STATE	96.2	54.5	1.9	37.8	1.9	56.7	2.0	39.3	2.0
Total	$1,600.5	$1,021.8	$151.5	$156.1	$279.1	63.5%	9.4%	9.7%	17.3%
Average	$94.6	$60.1	$8.9	$9.2	$16.4				
BARC	$421.2	$228.3	$64.7	$87.0	$41.2	54.2	15.4	20.7	9.8
SCAN	435.0	284.6	18.9	70.4	59.1	65.9	4.3	16.2	13.6
Total	$856.2	$514.9	$83.6	$157.4	$100.3	60.1%	9.8%	18.4%	11.7%
Average	$428.1	$257.5	$41.8	$78.7	$50.1				

Notes:

BALIS provides Weekend Library Line Service. This service employs 13 part-time professionals and appears in the "all other" column.

The "all other" column includes data reported on "serving the underserved." Most respondents did not describe the nature of these costs.

Survey Table III: Question Handling Comparisons: Reference Centers, BARC, and SCAN
(FY 1985)

System Name	(1) # of Questions Rec'd	(2) % of Questions answered	(3) $ Spent on QH (000s)	(4) Total $ Spent (000s)	(5) % of Total Spent on QH	(6) $ Cost per qstn received	(7) Column (1)	(8) Ranks: Column (3)	(9) Column (5)	(10) Column (6)
BALIS	1,144	90.3%	$55.2	$110.2	50.1%	$48	11.0	11.0	16.0	6.5
BLACK GOLD	1,633	87.9	51.4	97.2	52.9	31	5.0	9.0	13.0	10.0
49-99	1,608	82.2	58.6	70.8	82.8	36	6.0	7.0	3.0	6.5
INLAND	3,406	74.0	79.6	111.9	71.1	23	2.0	5.0	11.0	16.0
MCLS	9,346	94.3	155.5	240.1	64.8	17	1.0	1.0	7.0	17.0
MOBAC	1,069	87.6	30.9	65.5	47.2	29	13.0	16.0	17.0	15.0
MVLS	1,440	78.4	71.4	104.6	68.3	50	9.0	4.0	5.5	4.0
NORTH BAY	978	54.2	59.7	98.8	60.4	61	14.0	6.0	9.5	2.0
NORTH STATE-BUTTE	1,287	60.0	36.9	53.2	69.4	29	10.0	13.0	4.0	11.0
NORTH STATE-EUREKA	106	50.0	12.2	12.7	96.1	115	17.0	17.0	1.0	1.0
NORTH STATE-SHASTA	1,052	63.0	27.5	45.1	61.0	26	15.0	15.0	8.0	14.0
PLS	1,458	90.9	40.2	66.5	60.5	28	8.0	12.0	9.5	12.0
SJVLS	2,925	90.6	92.8	136.1	68.2	32	3.0	2.0	5.5	6.0
SANTIAGO	854	40.3	45.8	49.8	92.0	54	16.0	10.0	2.0	3.0
SERRA	2,105	77.3	119.4	172.2	69.3	57	4.0	3.0	14.0	5.0
SOUTH BAY	1,115	90.2	30.4	77.7	39.1	27	12.0	13.0	15.0	13.0
SOUTH STATE	1,568	75.4	54.5	96.2	56.7	35	7.0	8.0	12.0	8.0
Total	33094		1,022.0	1,608.6						
Average	1,947	82.6%	60.1	94.6	63.5%	$31				
BARC	2990	NA	220.3	421.2	34.2	76	2.0	2.0	2.0	2.0
SCAN	3454	NA	286.6	435.0	65.9	83	1.0	1.0	1.0	1.0
Total	6444	NA	514.9	856.2	60.1%	$80				
Average	3222		257.5	428.1						

Notes:
QH: Question Handling
NA: Not Available

Columns (1) and (2) are based on Table 1, which was compiled by James Henson, Library Development Services, California State Library.

Survey Table IV: Profiles (All Staff): Reference Centers, BARC, and SCAN
(FY1986)

System Name	(1) Total # staff	(2) Total # Profs	(3) Professional: Fulltime	(4) Percentage of total: Professional: Parttime	(5) Support: Fulltime	(6) Support: Parttime	(7) Experience (average yrs): Professional Reference	(8) Professional H & RC	(9) Support H & RC	(10) Ranks: Column (7)	(11) Ranks: Column (8)
BALIS	20.0	18.0	5.0%	85.0%	.0%	10.0%	3.0	.6	2.3	17.0	17.0
BLACK GOLD	3.0	2.0	66.7	.0	33.3	.0	16.5	11.5	5.0	3.0	3.0
49-99	3.0	2.0	33.3	33.3	33.3	.0	5.5	2.5	9.0	15.0	15.0
INLAND	4.0	3.0	75.0	.0	25.0	.0	7.0	4.7	2.5	12.0	11.5
MCLS	7.0	6.0	71.4	14.3	14.3	.0	12.7	7.6	3.5	7.0	5.0
MOBAC	4.0	3.0	25.0	50.0	25.0	.0	10.0	7.2	2.0	10.0	9.0
MVLS	3.0	2.0	66.7	.0	.0	33.3	15.3	7.3	2.5	5.0	6.0
NORTH BAY	4.0	3.0	25.0	50.0	25.0	.0	11.7	3.0	2.5	8.0	14.0
NORTH STATE-BUTTE	2.0	1.0	50.0	.0	.0	50.0	20.0	14.0	8.0	1.0	2.0
NORTH STATE-EUREKA	2.0	1.0	.0	50.0	.0	50.0	4.0	3.3	5.0	16.0	13.0
NORTH STATE-SHASTA	2.0	1.0	50.0	.0	.0	50.0	10.0	6.5	6.0	10.0	7.0
PLS	2.0	1.0	50.0	.0	.0	50.0	10.0	5.0	13.0	10.0	10.0
SJVLS	7.0	5.0	14.3	57.1	28.6	.0	18.0	11.2	17.5	2.0	4.0
SANTIAGO	1.0	1.0	100.0	.0	.0	.0	16.0	15.0	NA	4.0	1.0
SERRA	5.0	4.0	40.0	40.0	.0	20.0	13.0	6.3	5.0	6.0	8.0
SOUTH BAY	5.0	3.0	20.0	40.0	.0	40.0	6.0	4.7	2.0	13.5	11.5
SOUTH STATE	2.0	1.0	50.0	.0	.0	50.0	6.0	.9	NA	13.5	16.0
Average	4.5	3.4	43.7%	24.7%	10.9%	20.8%	10.9	6.5	5.7		
BARC	11.0	8.0	72.7	.0	18.2	9.1	18.4	17.6	1.5	1.0	2.0
SCAN	8.5	7.5	82.4	5.9	11.8	.0	19.7	29.6	.1	2.0	1.0
Average	9.8	7.8	77.5%	2.9%	15.0%	4.5%	19.1	23.6	.8		

Notes:
H: Host Library
RC: System Reference Center

"Total Staff" in column 1 includes professional and support staff, both full-time, part-time, contract, permanent, and temporary.

Survey Table V: Staff Profile, Professionals: Reference Centers, BARC, and SCAN
(FY 1986)

System Name	(1) Prof staff incl contrct	(2) # FT Prof	(3) # PT Prof	(4) # with Degrees: MLS	(5) > MLS	(6) Years of Experience: Professnl Reference	(7) with Ref Cen/B/S	(9) with Host lib	(10) Functional Time Allocation (Percent Shares): % QH	% E+T/QC	% DSR	(13) % All Other
BALIS	18.0	1.0	17.0	18.0	.0	54.0	11.5	.0	63.0%	10.0%	2.0%	25.0%
BLACK GOLD	2.0	2.0	.0	1.0	1.0	33.0	15.0	8.0	50.0	15.0	5.0	30.0
49-99	2.0	1.0	1.0	1.0	1.0	11.0	5.0	.0	90.0	4.0	3.0	3.0
INLAND	3.0	3.0	.0	3.0	.0	21.0	11.0	3.0	75.0	6.0	6.0	13.0
MCLS	6.0	5.0	1.0	6.0	4.0	76.0	26.5	19.0	73.0	9.0	6.0	12.0
MOBAC	3.0	1.0	3.0	3.0	.0	30.0	10.5	11.0	82.5	6.3	6.2	5.0
MVLS	2.0	2.0	.0	1.0	1.0	30.5	14.5	.0	72.5	12.0	.0	15.5
NORTH BAY	3.0	1.0	2.0	2.0	1.0	35.0	5.0	4.0	60.0	10.0	5.0	25.0
NORTH STATE-B	1.0	1.0	.0	1.0	.0	20.0	14.0	.0	62.0	13.0	8.0	17.0
NORTH STATE-E	1.0	.0	1.0	1.0	1.0	4.0	1.3	2.0	100.0	.0	.0	.0
NORTH STATE-S	1.0	1.0	.0	1.0	.0	10.0	1.5	5.0	60.0	5.0	5.0	30.0
PLS	1.0	1.0	.0	1.0	.0	10.0	50.0	.0	60.0	20.0	10.0	10.0
SJVLS	5.0	1.0	4.0	1.0	4.0	90.0	29.0	27.0	75.0	9.0	8.0	8.0
SANTIAGO	1.0	1.0	.0	1.0	.0	16.0	1.0	14.0	89.0	10.0	.0	1.0
SERRA	4.0	2.0	2.0	4.0	1.0	52.0	10.5	14.5	60.0	10.0	10.0	20.0
SOUTH BAY	3.0	1.0	2.0	2.0	1.0	18.0	10.5	3.5	45.0	20.0	15.0	20.0
SOUTH STATE	1.0	1.0	.0	.0	1.0	6.0	.9	.0	60.0	10.0	10.0	20.0
Average	3.4	1.5	1.9	2.8	.9	30.4	12.8	6.5	69.2%	10.0%	5.8%	15.0%
BARC	8.0	8.0	.0	8.0	1.0	147.5	60.0	81.0	53.0	18.0	19.0	10.0
SCAN	7.5	7.0	.5	7.5	1.0	148.0	97.0	125.0	64.0	5.0	17.0	14.0
Average	7.8	7.5	.3	7.8	1.0	147.8	78.5	103.0	58.5%	11.5%	18.0%	12.0

Notes:

North State-B, E, S: the three North State host locations: Butte, Eureka-Humboldt, and Shasta county libraries.
FT: full-time.
PT: part-time.
RefCen/B/S: Reference Centers, BARC, and SCAN.
QH: Question Handling
E+T/QC: Education and Training and Quality Control (which has been aggregated here).
DSR: Developing Specialized Resources.
"All Other" includes: Service to the Underserved and other unspecified expenditures.

Column (1) includes full-time, part-time, and contract professional staff. The entry for MOBAC excludes one half-time contract professional who is not a professional librarian.

The functional time allocation percent shares are for professional staff only and are based on questionnaire answers for FY 1985.

Survey Table VI: Question Handling Statistics, Staff and Costs: Reference Centers, BARC, and SCAN
(FY 1985)

System Name	(1) FTE Prof staff incl contrct	(2) % time QH	(3) # of Questions Rec'd	(4) % of Questions answered	(5) Qst/staff (3)/((2)*(1))	(6) Qst/staff answered (4)*(5)	(7) $ Spent on QH (000s)	(8) Total $ Spent (000s)	(9) % of Total Spent on QH	(10) $/QH (7)/(3)
BALIS	3.37	63.0%	1,144.0	90.3%	539	487	$81.0	$105.9	38.7%	$35.8
BLACK GOLD	2.00	50.0	1,633.0	87.9	1,633	1,436	51.4	97.2	52.9	31.5
49-99	1.10	90.0	1,608.0	82.2	1,624	1,335	58.6	70.8	82.7	36.4
INLAND	3.00	75.0	3,406.0	74.0	1,514	1,120	66.6	111.9	59.5	19.6
MCLS	5.00	73.0	9,346.0	94.3	2,561	2,414	155.5	240.1	64.8	16.6
MOBAC	1.58	82.5	1,069.0	87.6	820	718	24.2	65.8	36.7	22.6
MVLS	2.00	72.5	1,440.0	78.4	993	779	71.4	104.6	68.2	49.6
NORTH BAY	1.72	60.0	978.0	54.2	948	514	59.7	98.8	60.4	61.0
NORTH STATE-BUTTE	1.00	62.0	1,286.6	60.0	2,075	1,245	36.9	53.2	69.4	28.7
NORTH STATE-EUREKA	.50	100.0	106.2	50.0	212	106	12.7	12.7	100.0	119.6
NORTH STATE-SHASTA	1.00	60.0	1,052.2	63.0	1,754	1,105	27.5	45.1	61.0	26.1
PLS	1.00	60.0	1,458.0	90.9	2,430	2,210	40.2	66.5	60.4	27.5
SJVLS	1.60	75.0	2,925.0	90.6	2,438	2,208	92.8	136.1	68.2	31.7
SANTIAGO	1.00	89.0	854.0	40.3	960	387	45.8	49.8	92.0	53.6
SERRA	2.59	60.0	2,105.0	77.3	1,355	1,048	86.4	172.2	50.2	41.0
SOUTH BAY	1.00	45.0	1,115.0	90.2	2,478	2,236	30.5	77.8	39.2	27.3
SOUTH STATE	1.00	60.0	1,368.0	75.4	2,613	1,970	54.5	96.2	56.7	34.8
Average	1.79	69.2%	1,946.7	75.7%	1,569	1,188	$56.2	$94.4	59.5%	$28.9
BARC	8.00	53.0	2,990.0	NA	705	NA	228.3	421.2	54.2	76.4
SCAN	7.50	64.0	3,454.0	NA	720	NA	286.6	435.0	65.9	83.0
Average	7.75	58.5%	3,222.0		711		$257.5	$856.2	60.1%	$79.9

Notes:
NA: not available.
QH: question handling.

Data for column (1) are derived from the CLSA System Expenditure Reports for FY 1984/85.
Data for columns (3) and (4) are from Table 1, compiled by James Henson of the California State Library.
North State-Butte includes two quarter-time temporary reference librarians.
South State had no professional staff, but received an in-kind contribution of professional reference services from LA County Public Library.

TABLE VII Table of Host/Potential Host Libraries

POTENTIAL HOST □

1. Berkeley
2. Contra Costa
3. Kern County
4. Long Beach

7. Pasadena
9. Stanislaus
10. Torrance
11. Tulare
13. CSU-Chico
14. L.A. County, Carson
15. L.A. County, Huntington Par
16. L.A. County, Lancaster
17. L.A. County, Montabello
18. L.A. County, West Covina
19. Glendale

HOST ○

1. Butte
2. Eureka
7. Norwalk
9. LAPL
10. Oakland
11. Orange County
12. Riverside
13. Sacramento
14. San Diego Public Library
15. San Francisco
16. San Jose
17. San Mateo Public Library
18. Santa Barbara
19. Shasta County
20. Sonoma County
21. Stockton-San Joaquin
22. Fresno County
5. Salinas Public Library

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Survey Table VIII: Total Collection and Staff: Host Libraries
(FY1985)

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
	TOTAL COLLECTION (000s)							STAFF (number)				
Host Library	General Volumes	Growth Rate	Reference Volumes	Growth Rate	Period'ls Titles	Govt Docs	Database (Yes, No)	FTE Ref Staff	Ref Staff With MLS	Ref Staff w/o MLS	Ref Staff) MLS	Host Contribution to Ref Con ($000s)
Butte	70.0	4.0%	6.5	4.6%	.2	4.0	N	1.0	1.0	.0	.0	$5.1
Eureka	100.0	NA	15.5	NA	.3	3.9	N	7.5	7.5	.0	.0	1.7
Norwalk	165.0	4.4%	9.9	13.1%	.8	62.7	Y	6.5	6.0	.5	1.0	5.9
Los Angeles PL	1,075.0	4.1%	1,959.2	4.2%	18.9	1,201.2	Y	79.0	79.0	.0	12.0	101.1
Oakland	260.9	3.5%	45.1	3.1%	2.9	376.3	Y	22.2	17.4	1.0	4.0	1.0
Orange/Grde Grove	113.2	3.8%	15.8	10.8%	.9	1.1	Y	9.5	4.0	5.5	.0	1.4
Riverside	187.3	8.0%	14.7	5.4%	.6	154.2	N	13.9	8.8	5.1	.0	2.9
Sacramento	300.0	NA	21.0	NA	1.4	185.0	N	12.0	12.0	.0	4.0	4.7
Salinas	203.8	20.6%	20.0	7.0%	.8	NA	N	6.0	4.0	2.0	.0	.0
San Diego PL	617.9	2.6%	113.4	2.8%	4.1	1,214.6	Y	22.0	11.5	10.5	3.0	1.0
San Francisco PL	550.0	2.9%	650.0	3.4%	10.1	3,500.0	Y	64.0	64.0	.0	.0	80.1
San Jose PL	300.0	7.1%	50.0	8.2%	1.0	NA	Y	34.8	32.0	2.8	6.0	37.1
San Mateo PL	215.0	4.2%	20.0	11.0%	.7	21.0	N	5.8	5.8	.0	3.0	2.9
Santa Barbara	130.0	5.4%	13.2	7.6%	.6	8.0	Y	9.5	8.5	1.0	1.0	18.0
Shasta CO	150.0	4.3%	9.0	8.9%	.4	55.0	Y	1.0	1.0	.1	.0	10.5
Sonoma CO	156.8	3.8%	37.0	6.8%	1.3	NA	Y	13.5	11.5	.0	1.0	.0
Stockton	261.9	8.0%	24.3	8.3%	1.6	375.0	Y	16.0	11.0	5.0	4.0	58.0
Fresno	349.7	9.9%	60.0	1.3%	1.2	330.0	Y	13.0	9.5	.0	1.0	17.0
Average	294.8	5.3%	171.4	4.4%	2.7	519.5		18.7	16.4	1.9	2.2	$19.4
											Total	$348.4

Notes:
LAPL hosts both SCAN and MCLS. Their contribution to SCAN is $120,132 and $55,623 to MCLS.
San Francisco contributed $181,089 to BARC. These totals include estimates of the value of shared common space ($39,924 for SCAN, $34,692 for MCLS, and $100,962 for BARC).
These numbers have been excluded from the table because of apparent differences in the in accounting conventions that make the figures non-comparable between Los Angeles and San Francisco.

NA: data not available

Survey Table II: Total Staff and Collection: Potential Hosts
(FY1985)

Potential Host	TOTAL COLLECTION: General Volumes	Growth Rate	Reference Volumes	Growth Rate	Period'ls Titles	Govt Docs	Database (Yes, No)	STAFF (number): FTE Ref Staff	Ref Staff With MLS	Ref Staff w/o MLS	Ref Staff > MLS
Berkeley PL	488.0	3.3%	50.0	14.0%	.7	NA	Y	9.3	5.8	3.0	.0
Contra Costa CO	260.0	5.8%	9.4	4.3%	1.1	65.0	N	15.5	11.0	4.5	.0
Kern CO	176.5	4.0%	20.5	9.8%	.6	144.5	Y	9.0	7.0	1.0	2.0
Long Beach PL	312.9	8.0%	28.0	7.9%	1.2	60.0	Y	24.0	24.0	.0	3.0
Pasadena	212.8	12.9%	55.2	18.1%	1.0	297.1	Y	24.0	18.0	6.0	6.0
Stanislaus CO	250.0	8.0%	15.0	6.7%	.6	10.0	N	11.0	11.0	.0	1.0
Torrance PL	258.0	4.7%	12.9	4.7%	1.0	78.1	N	8.5	6.5	.0	.0
Tulare CO	164.0	NA	15.0	NA	.4	173.6	Y	6.0	6.0	.0	1.0
CSU Chico	550.1	2.4%	32.0	1.9%	7.4	102.3	Y	11.0	10.5	.5	3.0
LA CO, Carson	106.2	7.8%	10.8	5.6%	.7	25.1	Y	9.0	7.0	2.0	.0
LA CO, Hunt Pk	112.0	4.1%	9.8	5.1%	.8	23.7	Y	6.0	5.0	1.0	.0
LA CO, Lancast	133.0	3.3%	7.0	4.3%	.7	46.0	Y	5.0	6.0	.0	.0
LA CO, Montebello	132.2	5.5%	19.0	6.8%	1.1	66.0	Y	11.0	12.0	.0	2.0
LA CO, W. Covina	160.6	4.9%	10.9	4.6%	.6	46.7	Y	10.0	6.0	.0	.0
Glendale PL	329.3	4.3%	50.0	NA	.6	NA	N	10.0	10.0	.0	3.0
Average	243.0	5.0%	23.0	7.8%	1.2	87.5		11.3	9.7	1.2	1.4

Notes:
Surveys were sent to 20 libraries with collections over 400,000 volumes.
Thirteen collections were either too small or too specialized, and are not tabulated.
CSU Chico was included at the request of North State, and Salinas PL at the request of NOBAC.

NA: data not available.